DOCUMENT RESUME

ED 119 809 PS 008 331

AUTHOR Winget, W. Gary
TITLE Child Care: '76 and Beyond: The Design and Management of Systems for Supplying Child Care and Supportive Child Development Services in the East Metropolitan Area.
INSTITUTION Greater St. Paul Council for Coordinated Child Care, Minn.
PUB DATE Dec 74
NOTE 109p.

EDRS PRICE MF-$0.83 HC-$6.01 Plus Postage
DESCRIPTORS *Child Care; Community Study; Consultation Programs; *Day Care Services; *Delivery Systems; Demography; Management Systems; Needs Assessment; *Program Design; Research Proposals; *Systems Development; Trend Analysis; Working Parents
IDENTIFIERS *Greater Saint Paul Council Coordinated Child Care

ABSTRACT

This project describes the proposed design and management of systems for supplying child care and supportive services in the East Metropolitan Area of St. Paul, Minnesota, and addresses the general problem of the increased need and demand for formal child care services. The stated goal of the project is to assure child care services which are conducive to the optimal growth and development of all children needing such care. The attainment of this goal is seen as involving the development of dual service systems, one system supplying formal child care services and the other system supplying supportive child development services. Objectives for the child care service system are to be met in two phases: Phase I, establishing a child care service unit, involving essential public, private, employer, union, parent and professional interests, establishing baseline data for use in forecasting demand, and recommending the implementation of a tested system for supplying formal services to meet parent demands; and Phase II supplying the formal services needed and assisting other areas in replicating the system. Objectives of the supportive child development system are to identify the needs of parents, children, and caregivers, and to plan and secure funding for a system capable of supplying the comprehensive and consultative services required. (GO)

****
* Documents acquired by ERIC include many informal unpublished *
* materials not available from other sources. ERIC makes every effort *
* to obtain the best copy available. Nevertheless, items of marginal *
* reproducibility are often encountered and this affects the quality *
* of the microfiche and hardcopy reproductions ERIC makes available *
* via the ERIC Document Reproduction Service (EDRS). EDRS is not *
* responsible for the quality of the original document. Reproductions *
* supplied by EDRS are the best that can be made from the original. *
****

U.S. DEPARTMENT OF HEALTH,
EDUCATION & WELFARE
NATIONAL INSTITUTE OF
EDUCATION
THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL NATIONAL INSTITUTE OF EDUCATION POSITION OR POLICY.

ED119809

PS 00831

CHILD CARE: '76 AND BEYOND

The Design and Management of

Systems for Supplying

Child Care and Supportive Child Development Services

in the East Metropolitan Area

Greater Saint Paul Council for Coordinated Child Care

CHILD CARE: '76 AND BEYOND

The Design and Management of Systems for Supplying Child Care and Supportive Child Development Services in the East Metropolitan Area

by

W. Gary Winget

Greater Saint Paul Council for Coordinated Child Care
355 Marshall Avenue, Saint Paul, Minnesota 55102
December, 1974

ABSTRACT

1. Project Title. CHILD CARE: '76 AND BEYOND--The Design and Management of Systems for Supplying Child Care and Supportive Child Development Services in the East Metropolitan Area.

2. Problem to be Addressed

The need for child care services has increased significantly during the past two decades, and it will continue to grow at an increasing rate for at least another decade.

During the past four years, the demand for formal child care services has risen dramatically, and it will continue to rise for at least another four years. At the same time there is a growing recognition that supportive child development services are required by children, parents, and caregivers in both formal and informal child care settings.

However, the current systems for supplying formal child care and supportive child development services are failing. New systems are needed to maximize future opportunities for supplying such services.

3. Goal

The ultimate goal of the project is to assure child care services that provide the care and experiences conducive to the optimal growth and development of all children needing such care.

4. Strategies

The approach involves the development of dual service systems, with one supplying formal child care services and the other supplying supportive child development services.

5. Formal Child Care Service System

A new system will be designed to include the basic decision-making processes and managed through a structure capable of delivering the large-scale supply of formal child care services demanded by parents.

The objectives are as follows. Phase I: to establish a child care service unit; to involve essential public, private, employer, union, parent, and professional interests; to establish baseline data for use in forecasting demand; to recommend the implementation of a tested system for supplying formal services in sufficient quantity to meet parent demand for such services. Phase II: to supply formal services in sufficient quantity to meet parent demand for such services; to assist other areas in replicating the system.

6. Supportive Child Development System

A new system will be designed to identify child, parent, and caregiver needs and managed through a structure capable of supplying the comprehensive services needed by children and the consultive services needed by parents and caregivers in formal and informal child care settings.

The objectives are as follows. Phase I: to study a system and structure for supplying supportive child development services to children, parents and caregivers in formal and informal settings; to involve essential interests. Phase II: to recommend implementation of a system for supplying supportive services; to secure approval for implementing the system and establishing the management structure.

CONTENTS

	ACKNOWLEDGEMENTS	i
	FOREWARD	ii
I.	PHILOSOPHY	1
	A. Supplemental Child Care Services	1
	B. Parent Responsive Child Care Services	2
	C. Child Responsive Child Care Services	3
	D. Supportive Child Development Services	3
	E. Coordination of Services	4
II.	BACKGROUND	6
	A. Need for Child Care Services	6
	B. Demand for Formal Child Care Services	11
	C. Supply of Formal Child Care Services	17
	D. Current System	18
III.	NEW SYSTEMS	23
	A. Formal Child Care Service System	23
	B. Supportive Child Development Service System	27
IV.	OBJECTIVES	29
	A. Formal Child Care Service System	29
	B. Supportive Child Development Service System	31
V.	SCOPE OF WORK	33
	A. Formal Child Care Service System, Phase I	33
	B. Formal Child Care Service System, Phase II	48
	C. Supportive Child Development Service System, Phase I	49
	D. Supportive Child Development Service System, Phase II	54

CONTENTS (cont'd)

VI.	SUMMARY		55
APPENDICES.	APPENDIX A:	BIBLIOGRAPHY	56
	APPENDIX B:	FORMAL CHILD CARE SUPPLEMENT	59
	APPENDIX C:	SUPPORTIVE CHILD DEVELOPMENT SUPPLEMENT	84
	APPENDIX D:	HUMAN SERVICES ACT	91
	APPENDIX E:	ANALYSIS OF CHILD CARE AND FAMILY SERVICES LEGISLATION	96

ACKNOWLEDGEMENTS

The community's concern for the care and experiences of children of working parents was one of the primary reasons for the organization of the Greater Saint Paul Council for Coordinated Child Care in 1971 by the Saint Paul Section of the National Council of Jewish Women and the Human Resources Planning Council of the Saint Paul area.

In spite of child care successes during the past three years, there has been a growing concern that more community support and resources are needed if the community's goal for children of working parents is to be achieved. CHILD CARE: '76 AND BEYOND has been developed as a response to this concern.

The report was prepared with the guidance of the Council's Long-Range Planning Committee and its chairperson, Matthew Thayer.

Special reocgnition should be given to John Evans and Charles Turner of the Human Resources Planning Council for their hours of assistance in the preparation of the report as well as the many individuals who took the time to review and comment on the report as it was being developed.

FOREWARD

84,000 children under the age of thirteen in the east metropolitan area need child care because their parents work. Some of these children receive no care at all; most receive informal child care; and a few receive formal child care in licensed centers and homes.

The importance of the early years in determining the child's future growth and development is well established. Learning begins at birth and progresses at a rapid rate through the pre-school years. When the parents work or are otherwise unable to care for the child, the child is separated from his/her "natural" teacher and the learning environment of the family. This separation can encompass up to sixty-five percent of the child's awake hours each week. Thus, the child care setting (or lack of it) becomes a critical influence in the child's intellectual, social, emotional and physical development.

The ultimate goal of society should, therefore, be to assure child care services that provide the care and experience conducive to the optimal growth and development of all children needing such services.

To achieve this goal, two major service strategies should be implemented. One supplies formal child care services to all children whose parents want and need them. The second supplies supportive child development services to all children

and caregivers in both formal and informal child care settings. Employing these dual service strategies, society can achieve its goal for all children needing child care services.

Child Care; '76 and Beyond proposes the design and management of new systems for supplying child care and supportive child development services.

The care and experiences of children of working parents are major concerns which permeate all segments and levels of society. The Council firmly believes that child care issues can be resolved in the east metropolitan area through the dual strategies proposed herein.

Because children are society's most precious resource, it must guarantee their right to grow and develop to their fullest potential. By assisting the family to meet its responsibility for providing the necessary care and experiences, optimal growth and development can be guaranteed.

I. PHILOSOPHY

Child care and child development services should be available to all families in accordance with the following principles.

A. Supplemental Child Care Services

Child care services must be viewed as supplemental care which supports the family.

The family is ultimately responsible for providing the necessary care and experiences for the intellectual, social, emotional, and physical development of its children. Most families strive to fulfill this responsibility; however, some parents are not able to meet these needs because they work and are away from home. Therefore, child care services are necessary to provide supplemental care at least equivalent to family care.

Providers of child care services should recognize and appreciate different family values and life styles. To do this, parents should be involved in the child care setting when possible, and caregivers should assist parents to carry over learning from the child care setting into the home. Through formal and informal interaction, the child care service can aid and support the family in meeting its responsibility to the child.

B. Parent Responsive Child Care Services

Child care services must be responsive to parents' needs.

Services should be appropriate to meet various needs. Parents' needs differ according to the age of child (i.e., infant, toddler, pre-school, primary school-age, intermediate school-age); the time during which care is sought (i.e., full-day, part-day, evening, night, weekend); the duration of the arrangement (i.e., continuous, short-term, drop-in, crisis), and because of special problems (e.g., physical handicap, mental retardation).

Child care services should meet the various preferences of parents as to setting (i.e., center, group home, family home, in-home, work-site); caregiver or provider (i.e., center staff, family day care provider, babysitter, relative, sibling); and philosophy (e.g., cultural, bilingual, education, religious).

Child care services should be convenient for parents. Usually, the most convenient locations will be in the parent's home or within a short distance from the home (no more than one mile). The service should also be easily reached by the parent's normal means of transportation.

Child care services should be affordable by parents (i.e., free and sliding fee child care services should be available to parents who cannot afford the full cost of care).

C. Child Responsive Child Care Services

Child care services must be responsive to the child's needs.

Child care services should not only maintain the physical wellbeing of the child but should also enhance the child's intellectual, social, and emotional development. Both the Minnesota standards and the Federal requirements provide that all formal child care services be developmental in nature.[1]

Child care services should have the internal capacity to identify the developmental needs of individual children and, as they grow, provide a flexible program for meeting those needs. They should also have access to supportive child development services in the community to identify and treat special developmental problems, such as mental retardation and physically handicapping conditions.

D. Supportive Child Development Services

Supportive child development services must be available to all families and children using child care services as well as caregivers.

[1]Developmental care is defined as meeting the intellectual, social, emotional, and physical needs of children. See Department of Public Welfare, Standards for Group Day Care: DPW Rule 3 (St. Paul: State of Minnesota. Dec. 1973), p. 9; Department of Public Welfare, Family Day Care and Group Family Day Care Standards: DPW Rule 2 (St. Paul; State of Minnesota, Oct. 1973), p. 14; Federal Panel on Early Childhood, Federal Interagency Day Care Requirements (Washington, D. C.: GPO, 23 Sept. 1968), pp. 9-13.

These services should include comprehensive early and periodic screening, diagnostic, medical, dental, psychological, social, and parent education services. In addition, special services should be provided for children who are mentally retarded or physically handicapped.

Supportive services such as child development training and consultation should be provided for caregivers in both formal and informal settings.[2]

Supportive child development services should be provided through the resources of community agencies other than the child care service. Furthermore, the cost of such services should not be included in the basic cost of child care.

E. Coordination of Services

Child care and supportive child development services must be coordinated.

At the regional or subregional level, child care and development agencies should be organized to manage the supplying of formal child care and supportive child development services.

Community agencies should be created to build on the natural "neighboring" role found in child care matters,[3]

[2]Formal child care setting are licensed family day care homes, group family day care homes, and group day care (child care) centers. Informal child care settings are all other arrangements (e.g., grandparents, older sibling). In-home child care aides receiving child development supervision are also included in the definition of formal services.

[3]For a discussion of the neighboring role, see Arthur Emlen and Eunice Watson, Matchmaking in Neighborhood Day Care (Portland, Oregon: Tri-county Community Council, 1970).

since parents tend to seek help from neighbors whom they know and with whom they share similar values and life styles.

II. BACKGROUND

A. Need for Child Care Services

The need for child care services in the east metropolitan area has increased significantly during the past two decades.[4] *The assumption is that it will continue to grow at an increasing rate for at least another decade.*

1. How many children need child care services?

Based upon the 1970 census, an estimated 84,000 children under the age of thirteen in the east metropolitan area need child care services because their parents work, either full or part-time, for one or more weeks per year. (See Table 1.) Not included in the above figure are children who need child care services for reasons other than employment of the parent (e.g., parent in school, parent physically handicapped).

It is interesting to note that the children of working parents account for 48% of all children in the same age group in Ramsey County.[5]

An estimated 55,000 of these children are from low and moderate income families (i.e., under $7,200 and $11,200 for a family of four) and, therefore, need free child care services.

[4]Need for child care services is defined as a child under the age of thirteen requiring care for a part of a 24-hour day because the child's parent(s) is working, in school, or unable to provide care for other reasons (e.g., sickness, handicap).

[5]United States Census, Fourth Count, 1970.

Table 1

ESTIMATED CHILD CARE NEED

AMONG CHILDREN UNDER THE AGE OF THIRTEEN

OF WORKING PARENTS

BY COUNTY, INCOME, AGE OF CHILDREN & WEEKS WORKED

COUNTY	INCOME AS PERCENT OF AFDC STD.[6]	AGE		WEEKS WORKED		TOTAL
		0-5	6-12	1-26	27-52	
Dakota[8]	Under 2331/3	4,500	7,400	----	-----	11,900
	Over 2331/3	2,100	3,100	----	-----	5,200
		6,600	10,500			17,100
Ramsey[7]	Under 2331/3	15,900	21,100	18,500	18,500	37,000
	Over 2331/3	7,400	13,300	5,500	15,200	20,700
		23,300	34,400			57,700
Washington[8]	Under 2331/3	2,500	3,400	----	-----	5,900
	Over 2331/3	1,200	2,100	----	-----	3,300
		3,700	5,500			9,200
TOTAL	Under & Over	33,600	50,400	----	-----	84,000

6 Based upon income eligibility limits proposed but not enacted by Federal government. Department of Health, Education, and Welfare, "Service Programs for Families and Children: Title IV, A of the Social Security Act," Federal Register, 38-83 (1973), pp. 10784, 10787.

7 Table prepared by Minnesota Analysis and Planning Systems, University of Minnesota from United States Census, Special Random Population Survey, 1970 (May, 1973).

8 Estimate based upon interpolations from Ramsey County United States Census, Special Random Population Survey, 1970; Dakota and Washington County United States Census, Fourth Count, 1970; Metropolitan Council population projections, 1973; and Metropolitan Council school enrollment propjection, 1974.

About half of these children are below six years of age, and about half of these parents work 27 or more weeks per year.

In addition, approximately 15,000 more children from lower-middle income families need sliding fee child care services.

About forty percent of these children are below six, and about two-thirds of these parents work 27 or more weeks each year.

2. Why will the need for child care services increase?

During the past two decades, the participation of women with children in the labor force has increased dramatically. (See Table 2.)

One-third of all women with children under six work, representing a sixty percent increase during the last decade, and over half of all women with children between six and twelve years of age work.

Moreover, the United States Department of Labor projects that 42% of all women with children under six will be working by 1985.[9] A recent OEO study found that low-income mothers with children under six would immediately increase their participation in the labor force by ten percent--from 32 to 42%, if free and adequate child care were provided.[10]

[9] Annie Hart and Beatrice Rosenberg, Day Care Facts (Washington, D.C.: GPO, 1973), p. 1.

[10] Jack Ditmore and W. R. Prosser, A Study of Day Care's Effects on the Labor Force Participation of Low-Income Mothers (Washington, D.C.: OEO, 1973), p. 44.

Table 2

PERCENT OF WOMEN IN LABOR FORCE WITH CHILDREN UNDER 18
COMPARED TO ALL WOMEN WITH CHILDREN UNDER 18
BY AGE, YEAR AND AREA[11]

Area	Age 0-5			Age 6-17			Age 0-17		
	1950	1960	1970	1950	1960	1970	1950	1960	1970
Nation	14%	20%	32%	33%	43%	52%	22%	30%	42%
Dakota	---	---	28%	---	---	53%	---	---	38%
Ramsey	---	---	32%	---	---	52%	---	---	41%
Washington	---	---	33%	---	---	55%	---	---	43%

[11] U.S. Congress, Senate, Committee on Finance, Child Care Data and Materials (Washington, D.C.: GPO, 1974), p. 37; United States Census, Fourth Count, 1970.

A 1971 Ramsey County survey found that 38% of the non-working mothers said they would work if adequate child care were available.[12]

Several factors contribute to the increased need for child care services. The increasing divorce rate for example, has resulted in a significant increase in the number of children in families headed by women, and divorced women have a higher labor force participation rate than do women in other marital categories. According to a recent national survey, 49% of women family heads with children under the age of six worked; furthermore, the latest over-the-year increase in labor force participation by women with children under three years of age was 2.5 percentage points.[13] Another factor is the rapid increase in labor force participation by married women under the age of thirty-five. Other conditions include the continuing need for the mother's income to keep the families out of poverty; changing public attitudes toward women seeking employment outside the home; and higher education levels among women.

Thus, the need for child care services will continue to increase during the current decade and despite a contrary trend toward smaller families and fewer children.[14]

[12] R.M. Swanson, A Descriptive Study of Attitudes Toward and Utilization of Day Care Among Ramsey County, Minnesota Mothers (St. Paul: Human Resources Planning Council, 1971), p. 14.

[13] Elizabeth Waldaman and Robert Witmore, "Children of Working Mothers", Monthly Labor Review, May, 1974, p. 57.

[14] Waldamen and Witmore, p. 57.

B. Demand for Formal Child Care Services

The demand for formal child care services has risen dramatically during the past four years,[15] *and the assumption is that it will continue to rise for at least another four to eight years.*

1. How many children will demand formal child care services?

A rough estimate of the potential demand for formal child care services in the next four years is 34,000 children.[16] This represents 40% of the 84,000 children needing such child care services.

2. How many children are now cared for by formal child care services?

An estimated 13,000 children now use formal child care services. (See Table 3.) This figure represents 16% of the 84,000 children needing child care services.

While a majority of parents now use and would continue to use informal child care services, a very significant number (34,000) would prefer formal child care if it were available.[17]

[15]Demand for formal child care services is defined as a child who "needs" child care services and whose parent(s) want(s) care provided by a licensed home or center.

[16]Estimates based upon findings by Swanson, p. 19; and Seldon P. Todd, Alternative Federal Day Care Strategies for the 1970's: Summary Report (Minneapolis: Institute of Interdisciplinary Studies, 1972), p. 33.

[17]Estimates based upon findings by Swanson, p. 14 and Todd, p. 30.

TABLE 3

ESTIMATED USE OF
CHILD CARE ARRANGEMENTS
BY WORKING PARENTS
IN THE EAST METROPOLITAN AREA[18]

Arrangement	No. Children	Percent
In-Home	49,000	58
Other-Home	13,000	15
Work-site	6,000	8
Subtotal: Informal Care	68,000	81
Family Day Care Home	8,000	10
Child Care Center	5,000	6
Subtotal: Formal Care	13,000	16
Self-Care	3,000	3
Subtotal: No Care	3,000	3
Total	84,000	100

[18] Based upon findings by Swanson, p. 14; and Todd, p. 30.

3. Why will demand for formal child care services grow?

Several trends over the past few years indicate that demand for formal child care services will continue to grow.

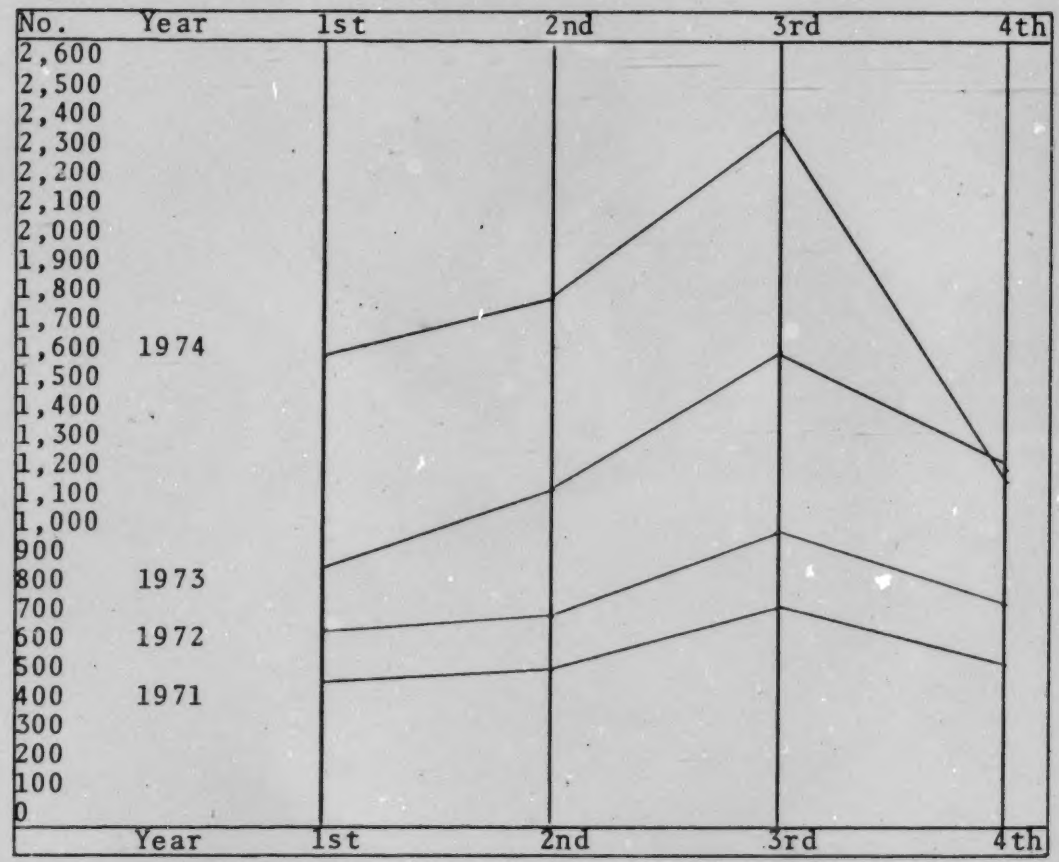
Perhaps the most significant is the continual increase in the number of children referred to centers and homes through information and referral services. Chart 1 shows the increase in referrals at an average of 49% annually. Total referrals increased by thirty-eight percent in 1972, and sixty-four percent in 1973, and forty-five percent in 1974. This jump in referrals to formal child care services indicates not only an increase in demand (from 2,078 in 1971 to 6,805 in 1974) but also an increase in the rate at which the demand has grown.

Another significant indicator of increased demand is the growing rate of utilization of formal child care services. While utilization rates are not available for 1972, the general consensus is that the rate was not nearly as high as in 1974. There are no established norms, but it is reasonable to assume that optimum utilization rates are about ninety percent for child care centers and about seventy percent for family day care homes when considered on a county-wide basis and within the context of the current system. (See Table 4.)

Chart 1

CHILDREN REFERRAL TO FORMAL CHILD CARE SERVICES

BY YEAR AND QUARTER



Based upon information provided by the Dakota, Ramsey, and Washington County Welfare Departments, the Human Resources Planning Council, and the Greater St. Paul Council for Coordinated Child Care.

Table 4

ESTIMATED UTILIZATION RATE
FOR FORMAL CHILD CARE SERVICES
BY COUNTY AND SETTING[19]

County	Setting	Slots		Utilization of Useable Slots
		Licensed	Useable	
Dakota	Center	355	355	87%
	Family Day Care Home	700	539	60%
		1,055	894	
Ramsey	Center	2,004	1,964	97%
	Family Day Care Home	3,043	2,432	75%
		5,047	4,396	
Washington	Center	176	176	94%
	Family Day Care Home	238	201	67%
		414	377	
Total		6,516	5,667	

[19] Based upon information provided by the Dakota, Ramsey and Washington County Welfare Departments and child care centers in April, 1974.

Furthermore, not only has the utilization rate for center and home slots increased, but so have the number of slots available. At the beginning of 1972 there were approximately 5,100 center and home slots. During the first quarter of 1974, for example, there were 6,516 slots, an increase of 1,416 or twenty-eight percent. Thus, more slots were used, and at a higher rate of utilization in 1974 than in 1972.

Another indicator which points to increased demand for formal child care services is parent preferences. Studies show, for example, that more working parents desire child care centers than those who are using them.[20] These studies also show that non-working parents who would enter the labor force if adequate child care were available would also prefer formal child care services at a higher rate than current usage indicates.[21]

Two significant societal trends indicate that demand for formal child care services will continue to increase. As the extended family declines and families become more mobile, working parents are finding that relatives and neighbors are no longer available to help care for their children, and more and more families are faced with the realization that informal child care services are simply not available and that formal child care services are their only alternatives. At the same time there is a growing awareness of the importance of the early

[20] Swanson, p. 14; and Todd, p. 30.

[21] Swanson, p. 15.

years in a child's development, and parents are seeking formal child care services which assure developmental care.

C. Supply of Formal Child Care Services

The supply of formal child care services is inadequate for meeting current demand. The assumption is that the supply will become more inadequate as demand for services rises.

1. What is the current supply-demand problem?

Simply stated, there are more children seeking formal child care services than there are slots available. In 1974 there were 5,667 usable slots in the east metropolitan area, and 6,805 children were referred to these slots in addition to the children already enrolled. See Table 2 and Chart 1. While it is difficult to accurately define the aggregate supply-demand problem, it is apparent that there are gross differences between supply as represented by usable slots and demand as represented by referrals.

There are more specific problems involved also. Certain communities for instance, have an oversupply of a particular kind of child care service while other communities have a short supply of the same kind of service, thus creating an imbalance both among and within communities.

Another problem differentiates between those child care demands which can be easily met and those which cannot. Child care services tend to supply the easily met demands while the

more difficult demands are almost totally ignored. For example, a parent needing care for a sick child will find very few if any services meet this need. The parent seeking child care during the evening hours has simila difficulties. Moreover, as a recent Dakota County study points out, the supply-demand problem exists among all families regardless of income level, whether head of the household was male or female, or whether the parent was working full or part-time.[22]

2. Will the supply-demand problem become more acute?

The supply-demand problem will become more and more acute unless recent trends are reversed. Demand for formal child care services (as represented by referrals) has increased by an average of 49% annually while the supply has increased by only about 14%.

Since it appears that demand for formal child care services will continue to grow at an increasing rate for at least another four years, significant changes will have to be made in the current child care delivery system to stimulate not only more child care services but dramatically increase the rate at which new services are developed.

D. Current System

The current system for supplying formal child care and supportive child development services is failing. A new

[22]Dakota County Human Resources Committee, Human Services Study (St. Paul: Human Resources Planning Council, 1974), p. 67.

system is needed to maximize future opportunities for supplying such services.

1. Why doesn't the current system work?

The current system cannot manage a large-scale supply of child care services or overcome the barriers to the development of new services.

The most critical inadequacy in the current system is its failure to provide useful information about current and future demand for formal child care services. The current planning process is limited to determining the general need (as opposed to demand) for child care services and identifying current and obvious supply-demand problems, but it offers little help in designing plans for expanding services or convincing potential providers to risk the opening of new formal child care services. Until more adequate information on service demand and the characteristics of that demand is available, it will not be feasible to increase the supply of child care services to the point where supply equals demand.

Because of an inadequate planning process, welfare departments, employers, and other groups which have an interest in subsidizing free and sliding fee child care services cannot accurately identify the parent demand to which they want to respond. All too often, these groups end up responding to the demands of providers of services for subsidies rather than the demands of parents for services. As a result subsidies are

often allocated to meet low-priority demands or even oversupply certain demands, and the potential financial commitments of many groups are either underutilized or not utilized at all.

Assuming the current child care service system could meet demand for services, it could do so only by creating a rather sizeable oversupply. Because the process of matching demanded services with supplied services is still very inefficient, underutilization of the service supply significantly increases the cost of the service. For example, a center of thirty children operating at 100% of capacity may cost $1,250 per year per child, but at 80% of capacity it will cost $1,563 per year per child. Inadequate planning process and ineffective information and referral services are the primary causes of underutilization.

Another inadequacy in the current system is its lack of an evaluation process. In fact, there is no evaluation of services to determine if they are effectively and efficiently responding to the needs of children and parents.

The current systems for supplying child care services (and most human services) is based upon a "no win-possible loss" policy.[23] For example, agencies providing services under purchase of service contracts with county welfare departments are not allowed to profit but are required to

[23]Committee on New Approaches to the Delivery of Social Services, Overcoming Obstacles to the Purchase of Services (Minneapolis: Citizens League, 14 Jan. 1974), p. 16.

absorb the risk of losses. Therefore, potential new providers of child care services are unwilling and/or unable to invest the large sums of capital necessary to supply new services. Because of the critical shortage of adequate facilities and increasing difficulty in obtaining fire inspection approval, the current negative incentive policy is restricting any increased supply of formal child care services while the current child care service system, at the same time, does not have the capacity to overcome this economic barrier.

2. Why is a new system needed?

A new child care system is needed to overcome the inadequacies in the current system and maximize future opportunities for supplying demanded child care services.[24] Clearly, society's investment in child care services is well above its investment in most human service areas. A rough estimate of the 1974 expenditures for formal child care services in the east metropolitan area is $6,300,000. This sum represents about $3.5 million in public and private expenditures and $2.8 million in parent expenditures. Since these expenditures have mushroomed during the past few years and will continue to grow at a rapid rate, it is likely that total expenditures will reach $13 million by 1980.[25] The capacity of the child

[24]For a discussion on the economic organization questions involved in supplying child care services, see Richard Nelson and Michelle Krashinsky, "Public Control and Economic Organization of Day Care for Young Children", Public Policy, Winter 1974, p. 55.

[25]Ramsey County Welfare Board Expenditures jumped from an estiamted $1.4 million in 1972 to an estimated $2.8 million in 1974.

care service system to manage these expanded services, however, has not increased.

Because of society's concern for the children of working parents and its significant investment in supplying child care services, it will be necessary to abandon the rather casual approach being used by the privately dominated current child care system. A more rigorous approach to the task of supplying child care services will be needed if society is to be assured of getting the most from its investment. Assumptions regarding increasing child care need and demand will have to be examined in light of research data based upon local consumer attitudes and behavior, and program services will have to be more precisely engineered to better meet the needs of both children and parents.

A more adequate and systematic approach must be developed for supplying child care services. The current non-public child care system should be strengthened to assure that society's concerns are being met.

III. NEW SYSTEMS

The new approach to supplying formal child care services and supportive child development services for children of working parents should involve the development of dual service systems, with one supplying formal child care services and the other supplying supportive child development services.

A. Formal Child Care Service System

The new child care service system should be designed to include the basic decision-making processes and managed through a structure capable of delivering the large-scale supply of formal child care services demanded by parents.

1. System Design

The system should be designed to incorporate the basic processes of the planning, programming and budgeting system (PPBS). By integrating these essential processes into one total service system, the means will be developed to more efficiently and effectively manage the supply of child care services, thereby maximizing opportunities.

The essential processes to be included in the child care service system are identified and defined below.

a. Planning

The planning process identifies the current and forecasted child care needs as well as market demand and supply for purposes of decision-making. Emphasis is placed

upon determining the needs and preferences of those parents who will demand formal child care services. The demand information is used to establish short and long-term service objectives.

b. Programming

The programming process designs child care services needed to achieve the service objectives established during the planning process. The programming process results in the development of a child care service plan which details existing and new services to be supplied as well as serves as a tool for the development of such services.

c. Budgeting

The budgeting process estimates the cost of providing the various services described in the service plan and obtains financing from multiple sources for subsidizing of services for low and middle income families as well as start-up and risk guarantee costs. A financial plan is then prepared for single-point coordination of income and expenditures.

d. Operating

The operating process achieves the service objectives in accordance with the service plan and financial plan. This process requires the development of planned services, provision of referrals, and supplying of child care services.

e. Evaluating

The evaluating process systematically examines the results achieved through service operations and compares the results to Service Objectives. Cost-benefit analysis is used to examine results achieved in terms of the child, family and society (e.g., welfare, taxes, employment, absenteeism). Changes will be identified for altering or adjusting other process activities or methods.

The integration of the above processes into a total system is essential. The interrelationship of these processes are shown in Chart 2. The result of the integration of these processes is a continuous feedback loop which provides a timely flow of relevent information from one process to another.

2. System Management

The child care service system should be managed by an agency capable of delivering the large-scale supply of child care services demanded by parents.

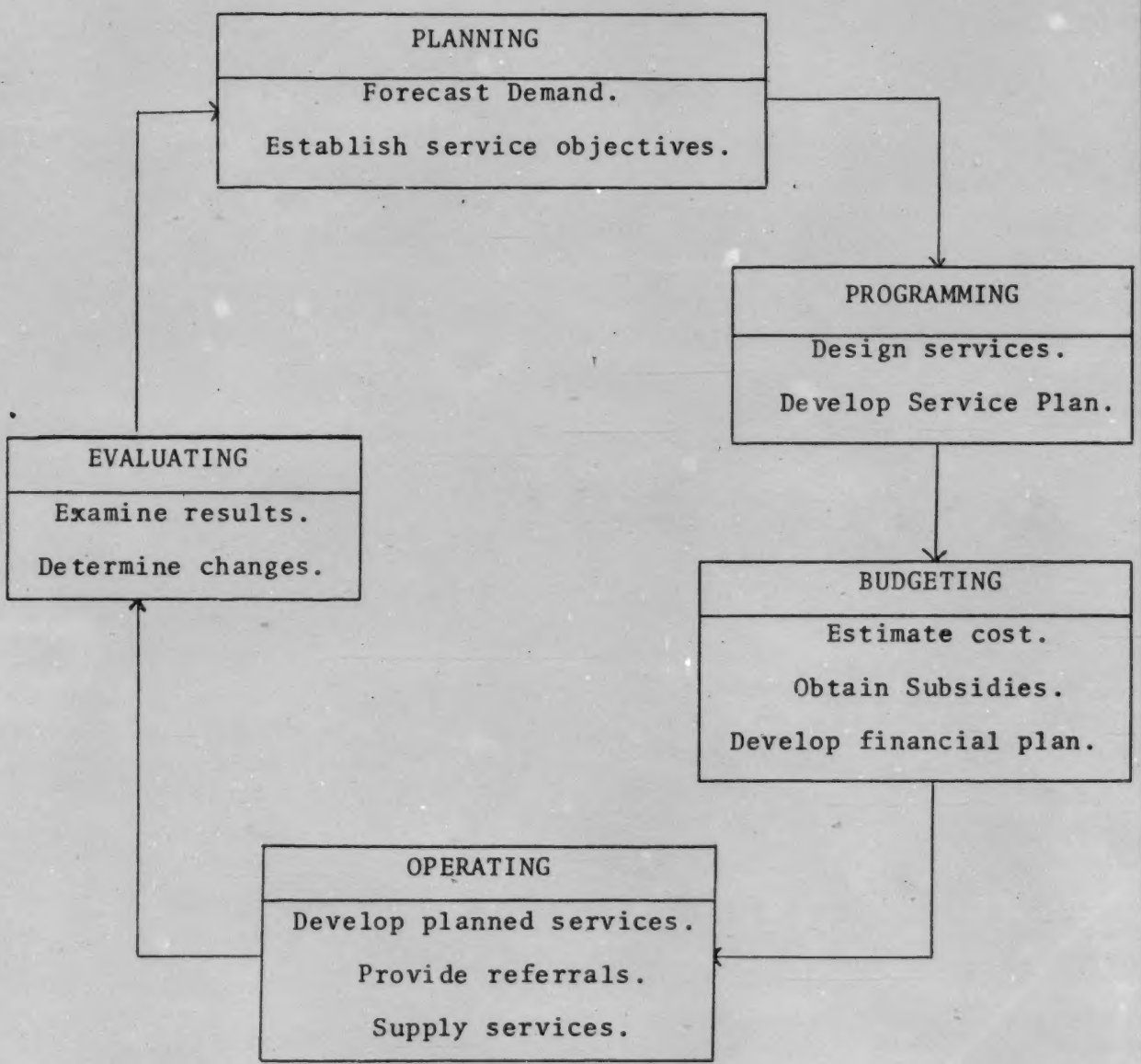
Because society is concerned about children needing child care and heavily involved in supplying such services, a public interest agency should provide the leadership in establishing a system for managing the supply of formal child care services for all children. However, the child care service system should not be limited to serving solely public (e.g., public assistance) interests. The system should serve both public and private interests since parents, employers, and

Chart 2

CHILD CARE SERVICE SYSTEM

PROCESS FLOW CHART AND

CONTINUOUS FEEDBACK LOOP



others have a significant investment and interest in assuring an adequate supply of child care services. Therefore, essential public, private, employer, union, parent and professional child development interests should be involved in the policy-making structure of the child care service agency.

The child care service agency should be directly responsible for carrying out the system's planning, programming, budgeting, and evaluating processes and indirectly responsible for coordinating the operating process. The agency should not itself operate any formal child care services. Child care service providers as well as groups providing subsidies should maintain control over their internal decision-making processes and operations.

B. Supportive Child Development Service System

The new child development service system should be designed to identify the needs of the child, parent, and caregiver and managed through a structure capable of supplying the comprehensive services needed by children as well as the consultive services needed by parents and caregivers in formal and informal child care settings.

1. System Design

The system design should identify the special developmental needs of all children in both formal and informal child care settings. Services designed to meet those needs should be provided through a variety of public and private agencies.

The system design should also identify the training and consultation caregivers (e.g., grandparents, babysitters, family day care providers, center staff) and parents need to meet the normal developmental needs of children. Through a variety of methods (e.g., cable television, visiting trainers, resource centers), caregivers and parents should be assisted in carrying out their roles.

2. System Management

The supportive child development system should be managed by a public or quasi-public service agency capable of delivering the wide range of supportive services needed throughout the area.

One option for structuring the supportive child development service agency would be to organize it as part of a larger and better organized family and early childhood education program within a local school district or a combination of such districts.

IV. OBJECTIVES

The ultimate goal of CHILD CARE: '76 AND BEYOND is to assure child care services in the east metropolitan area that provides the care and experiences conducive to the optimal growth and development of all children needing such services.

The following objectives are designed to create the formal child care and supportive child development systems necessary for achieving this goal within the general philosophy of the project.

A. Formal Child Care Service System

In order to assure a sufficient supply of formal child care services to all children needing, and whose parents demand, such services the following objectives will be achieved.

1. Phase I

a. To establish a child care service unit.

If a large-scale supply of formal child care services is to be delivered, a child care service unit needs to be established. Therefore, steps will be taken to incorporate the project as a quasi-public agency or a unit of local government (e.g., under a Human Services Board).

b. To involve essential public, private, employer, union, parent, and professional child development interests in the child care service system.

For the child care system to function, it is essential that these interests be involved in designing the system and committed to supporting the system. Therefore, one of the first major objectives will be to organize a policy board or task force composed of these essential interests.

c. To establish baseline data to forecast demand for formal child care services.

In order to determine current and forecast demand, basic demographic data and information on usage, perceived need, preferred options, etc. will be developed. Once collected and stored, the data need only to be updated on a periodic basis.

d. To recommend the implementation of a tested system for supplying formal child care services in sufficient quantity to meet parent demand for such services.

A model system will be designed for supplying formal child care services. The system will be piloted in two communities and with two employee groups to determine the feasibility of implementing the system on an area-wide basis. Based upon the results of the test, necessary revisions will be made in the system and recommendations will be developed for implementing the system.

2. Phase II

a. To supply formal child care services in sufficient quantity to meet parent demand for such services.

During Phase II, the supply of formal child care services will expand to meet parent demand, and the child care service aspects of the goal will be fully achieved.

b. To assist other areas to replicate the child care service system upon request.

Other areas of the state and nation are attempting to address the problem of supplying demanded child care services. Such areas will, upon request, be assisted in replicating relevant portions of this system.

B. Supportive Child Development Service System

In order to assure a sufficient supply of supportive child development services to all children needing child care, in both formal and informal settings, the following objectives will be achieved.

1. Phase I

a. To study a system and structure for supplying supportive child development services to children, parents, and caregivers in formal and informal child care settings.

If comprehensive child development services are to be available to children in both formal and informal child care settings, it will be necessary to develop a new system

for providing these services. Therefore, during this phase, a study will be conducted to explore such a system and alternative structures for managing it.

b. To involve essential public, private, parent and professional interests in the study of the supportive child care service system.

The essential interests involved in supplying and utilizing supportive child development services will be involved through the organization of an advisory committee.

2. Phase II

a. To recommend the implementation of a system and establishment of a management structure for supplying supportive child development services to children, parents, and caregivers in formal and informal child care settings.

After studying the alternative designs and structures for such a system, a recommendation will be made for implementing the system and establishing the structure.

b. To secure approval for implementing the child development service system and establishing the management structure.

Based upon the nature of the study findings and final recommendations, approval will be sought from the necessary public and private interests to implement the system and management structure for the supply of supportive child development services.

V. SCOPE OF WORK

The project will be divided into two phases with each phase spanning a period of two years.

The emphasis during Phase I will be designing and piloting the formal child care service system in two communities and with two employee groups. The results will be documented, evaluated, and then recommendations will be made for implementing the system and establishing a structure for managing it. In addition, the supportive child development strategy will be studied.

During Phase II the formal child care service system will be fully implemented, and recommendations for the implementation of a supportive child development system will be made.

A. Formal Child Care Service System, Phase I

An outline of the most important events in Phase I are summarized in the Milestone Chart in which the relationship between events and the time frame in which they are to be completed is shown. (See Chart 3.)

Each major event is discussed below in terms of activities which must be completed.

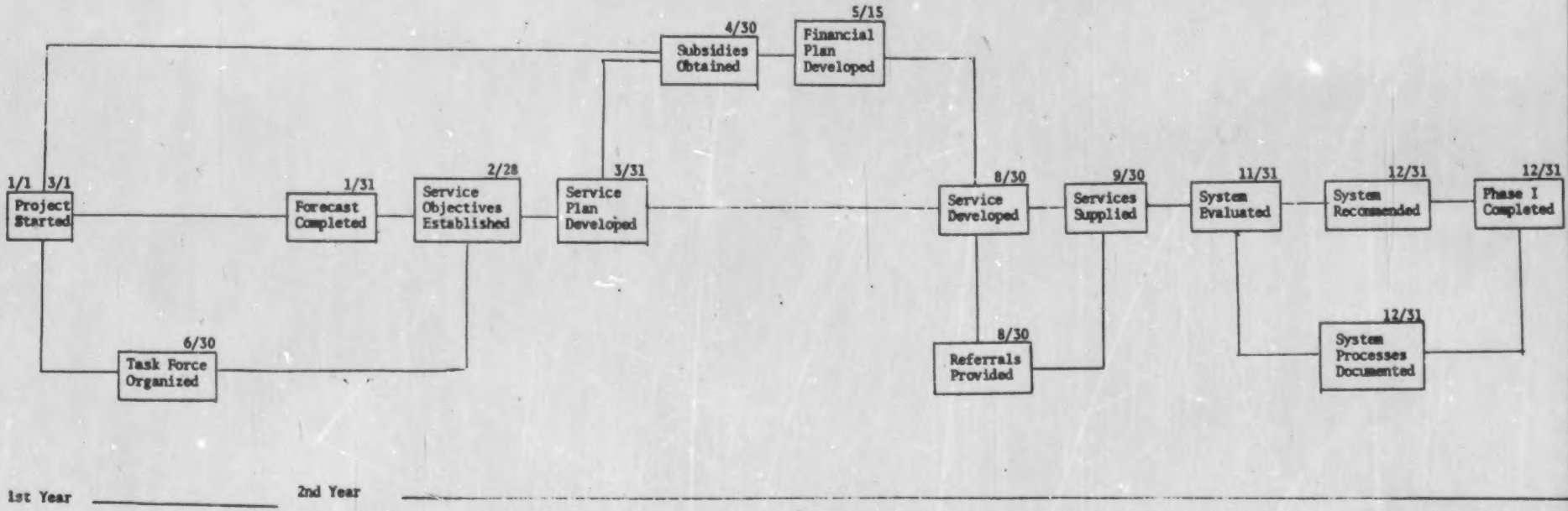
1. Project started.

To begin the project, a Child Care Service Unit will be established, and an Executive Director will be hired. Other

CHART 3

MILESTONE CHART

CHILD CARE SERVICE STRATEGY, PHASE I



staff will be phased in as they become necessary and subcontracts will be negotiated and finalized for various activities. Internal administrative and external communication systems will be established. An activity oriented PERT chart will be constructed to guide the implementation of all activities necessary to complete the first phase of the project.

2. Child Care Task Force organized.

Essential groups will be identified within the public, private, employer, union, parents and professional child development interests. The groups will be informed of the project, personal contact will be made to discuss their potential involvement and the interested groups and individuals will be invited to sit on the Task Force.

3. Forecasts completed.

The design, implementation, and analysis of surveys and forecasts of demand will be among the most complex activities in the project.

As a result of the survey and forecasting activities, the nature and extent of demand for formal child care services will be identified, compared with supply, and projected into the future across communities, occupational groups, and socio-economic groups.

The survey and forecasting activities to be conducted during this phase of the project are not intended to be "single shot" efforts. Rather the activities are intended to be

replicated periodically to provide a flow of current data for planning, including trend analysis over time in the face of fluctuating general economic conditions and changing parental attitudes.

a. Identify the research issues.

The first activitiy will be to identify the relevant issues for which empirical documentation is to be obtained. Included in these issues will be the following questions.

(1) What is current usage of child care services by age of child, time of care, duration of care, setting, caregiver, philosophy, location, and cost of care? For which parents? For what number of children?

(2) What is current supply of formal child care services by the above criteria? What is the vacancy rate?

(3) How satisfied are parents with current child care arrangements? What is their source of dissatisfaction? Which parents? What number of children?

(4) What do parents perceive as their child care need? Parent related? Child related? Which parents? What number of children?

(5) Will non-user parents demand formal child care services? What setting, caregiver, cost, etc.? Which parents? For what number of children?

(6) What are the perceived barriers (psychological and structural) to the use of formal child care services? Which parents? For what number of children?

(7) What trade-offs do parents make in selecting child care facilities between cost, convenience, quality, philosophy, and setting? Which parents? For what number of children?

(8) What attitudes do parents have regarding employment and staying home to care for children? Which parents? What number of children?

(9) Who are potential child care providers?

b. Design the survey.

As a first step, a review of literature will be made to identify relevant studies and useful instruments (e.g., National Day Care Consumer Survey, State Planning Agency's Child Development Needs Assessment, Urban Institute's Assessment Guide).

The next step will be to identify the important variables and use these variables to construct a survey instrument for each of the groups to be surveyed. Each battery of instruments will be pre-tested and revised as needed and the principle data gathering techniques will be identified for each battery of instruments (e.g., telephone, face-to-face, mail).

The final step in this activity will be to identify the critical populations to be surveyed and develop a sampling

design (e.g., random subsample, total target population).

c. Implement the surveys.

The following surveys will be implemented.

(1) Provider inventory survey.

(2) Parent-user survey.

(3) Employer inventory survey.

(4) Employee-parent-user survey.

(5) General target population survey.

d. Collect other data.

Trend data and seasonal patterns of child care demand will be collected. Potentially relevant indicators (e.g., consumer income, participation of women in labor force, births) which may have a functional relationship to demand for formal child care services will be identified.

e. Analyze the data and forecast the demand.

The survey data and computer program will be prepared for initial runs of frequency distribution and descriptive statistics. Routines and programs will be developed for computer runs of multi-variable analysis, correlations and inferential statistics. Trends will be projected, and leading indicators will be studied. Then, econometric models may be utilized to establish predictable relationships based upon varying assumptions.

An interim report will be prepared for two community and two employee groups selected as pilot groups for testing

of the child care service system. A final report will be prepared for the east metropolitan area with a total analysis of such services and a long-range forecast of future demand. The report will contain both statistical and visual information, including mapping of supply and demand.

4. Pilot service objectives established.

Two pilot community and two pilot employee groups will be selected to test the prototype child care service system based upon the following factors: initial survey findings and forecasts showing relatively high demand and low supply; potential for developing demanded supply; potential for obtaining needed subsidies for services; and expressed interest of community/employees in coordinating services at the community/work-site level.

The interim survey report will provide a detailed analysis of supply and demand as well as forecast future demand for services in both the pilot communities and the pilot employee groups. In cooperation with public, private, employer, union, parent and professional interest groups, service objectives will be established for the pilot groups. For example, an employer may establish an objective relating to the reduction of personnel turnover within a certain classification of employees, and a welfare department may place a priority on supplying care to families with less than three children needing child care services. As a result of

the planning process, short and long-range service objectives will be established to supply formal child care services to all children who need, and whose parents want, them in the pilot community/employee groups.

5. Pilot service plan developed.

Utilizing the pilot service objectives, a pilot service plan will be developed. The plan will describe the supply of formal child care services necessary to achieve the service objectives.

Specifically, the service plan will identify: existing services which can supply demanded services; new services needed to supply demanded services; free and sliding fee service subsidies needed for low and middle income families; start-up and risk guarantee subsidies needed for new child care service providers; and coordinating services needed for the community/work-site.

The pilot service plan will build upon the existing child care service supply. New child care services will be developed where the existing supply is inadequate.

A uniform free and sliding fee service subsidy program will be included in the pilot service plan to assure that all parents can afford the care they want and need.

The pilot service plan will also define the community/work-site coordinating activities which will be necessary to assist in implementing the service plan.

The fully developed pilot service plan will serve as a tool for the developmend of the demanded services and financial plan.

6. Pilot subsidies obtained.

Subsidies will be obtained to make up the difference between the cost of and income derived from supplying formal child care services to parents who demand them.

Based upon the pilot service objectives and plan, an estimated budget will be prepared detailing the cost of and income derived from services provided to families by various groupings. The need for service subsidies for free and sliding fee child care will be identified by various groupings (e.g., employee, working poor).

The need for grants will be identified to cover part or all of the start-up cost for the establishment of new services, including equipment and initial operating losses as well as loans for major renovation and construction. In addition, the need will be identified for risk guarantees to protect new services against unanticipated losses during their first year of operation. Risk guarantees will be necessary to stimulate the development of certain new services such as night care and even additional pre-school care where the supply is approaching demand.

The need for subsidies will be shared with groups potentially interested in providing such subsidies. These groups

will include the state, county and city governments, foundations, United Ways, civic groups, churches, employers, and unions.

Efforts will be made to obtain subsidies for both general and specific purposes, based upon the interest of the group providing the service subsidy. As a result of these efforts, service subsidies will be obtained for all families in the pilot community/employee groups who cannot afford the full cost of the child care services.

7. Pilot financial plan developed.

A pilot financial plan will be developed to provide single-point coordination of all planned income and expenditures for formal child care services.

Planned income from parent fees and service, start-up, and risk guarantee subsidies will be coordinated into a multi-source income budget and related to service objectives and plans. In some cases, the project may serve as a single-point funding agency for pilot subsidies while in other instances, the project will only monitor subsidies along with service fees from parents.

Based upon the planned income, expenditures for child care services will be coordinated through a multi-purpose expenditure budget. Planned income will be allocated to specific providers of service. The project will purchase services and provide start-up grants and risk guarantees with funds it manages while assisting other subsidizing groups to

arrange for the purchase of services, grants, and guarantees. In other cases, the project will merely monitor the services being purchased and subsidies provided.

As a result of single-point coordination of all income and expenditures for formal child care services, the project will be able to assure a high degree of efficiency in allocating funds for the subsidization of services. The project also intends to develop a uniform provider payment sub-system which will simplify the purchase of free and sliding fee services by various subsidizing groups.

The uniform provider payment sub-system will be designed to provide a higher degree of efficiency in subsidizing services than the current methods and to insure parents in the pilot communities/employee groups a variety of child care services from which to choose. Participation in the uniform provider payment sub-system will be at the option of both the groups subsidizing services as well as providers of service. Elements of the sub-system will include free and sliding fee service eligibility criteria; service payment rates; central eligibility determination, provider payment, and service subsidy charges. The payment sub-system will be designed to provide for advance payment for services consistent with normal operating practices.

After the development of the pilot service and financial plans, the next activity is to develop the pilot services.

8. Pilot services developed.

Two essential pilot services will be developed: parent information and referral services, and formal child care services.

To assist in the development of the referral and child care services, community/work-site coordinating agencies will be organized. Located in the community or at the work-site, the coordinating agency will informalize and localize the development and referral activities. For the pilot communities, the coordinating activities may be carried out by a child care center, a neighborhood organization, or community child care council. For pilot employee groups, the coordinating activities may be carried out by the employer's personnel department, union, or on-site child care center.

a. Develop formal child care services.

Existing child care service providers will be invited to cooperate in supplying the planned services and aided in expanding their services to meet unmet demands. New service providers will be recruited and then provided the technical assistance necessary to establish their services in accordance with the service plan. Start-up subsidies and risk guarantees will be committed. The end result will be a sufficient supply of child care services which meet the demand in the pilot community/employee groups.

b. Develop parent information and referral services.

A computer based, continuously updated information and referral sub-system will be developed to provide for centralized and decentralized information and referral activities. All providers of formal child care services, a description of their services, and indication of their utilization will be available by community. The end result of this activity will be that an adequate sub-system will be developed assuring first, that all parents find responsive child care services, and secondly, that the utilization rate of child care services reaches its optimum level.

The coordinating agencies will serve as the primary decentralized source of information and referrals and will become the "place to go" when help is needed in finding a formal child care service. While the coordinating agencies will be tied into the formal and centralized information and referral system, they (especially community based agencies) will also be tied into the informal community referral systems. In this informal capacity it will provide a "matchmaking" service between parents and providers, thereby improving the likelihood of a successful child care arrangement.

9. Pilot referrals provided.

Through both centralized and decentralized (e.g., coordinating agencies) information and referral services, parents in the pilot communities/employee groups will be

informed of the availability of formal child care services and provided with information on the alternatives open to them. All parents requesting referrals will be provided a variety of options and assisted until they find a satisfactory arrangement.

10. Pilot child care services supplied.

Formal child care services will be supplied to all parents in the pilot community/employee groups demanding such services. All services will supplement the family's care and be responsive to the needs of both parents and children.

An immediate feedback procedure will be built into the information and referral system to identify supply-demand imbalances. To the extent that planned and developed formal child care services are unable to supply the demanded services, adjustments in the supply of services will be made. The community/work-site coordinating agencies will work with providers to adjust their services to meet demand. For example, a child care center may be assisted in expanding its services to include week-end care for pre-school children in response to parent demand beyond that anticipated in the service plan.

Through the continuing process of service development and adjustment, formal child care services will be supplied to all parents who demand such services, and children will be provided with the care and experiences conducive to their optimal growth and development.

11. Pilot child care services and system evaluated.

The evaluation activities will address three basic questions.

a. Were all children and parents who were members of the pilot communities/employee groups and who demanded formal child care services supplied services responsive to their needs?

The information and referral sub-system's immediate feedback procedures will generate information to determine if the services parents demand were supplied. Both parent-use evaluations and professional evaluations will be used to determine whether or not the services supplied were responsive to the needs of both parents and children. Various service costs and benefits will be assessed and compared, and the information obtained will be fed back to parent-users, providers, and subsidizing groups.

b. Were the pilot service objectives achieved?

Information sub-systems will be designed to collect data relevant to the pilot service objectives established during the planning process. (During Phase II, cost-benefit analysis will be used to evaluate whether or not the established service objectives were appropriate, and information obtained from this evaluation activity will be fed back to subsidizing groups.

c. Was the model child care service system design technically, economically, and operationally adequate?

The system will be evaluated to determine if the technical systems (e.g., surveys, vendor payment, referral) were adequate for the purposes and if the project effectively used such systems. Information will be collected to determine if the anticipated human and economic benefits justified the cost of the system. Finally, a determination will be made as to whether or not the system functioned successfully in the environment of the local area. The information produced by this activity will be fed back into the system.

12. Pilot system processes documented.

All of the system processes developed for the Phase I pilot activities will be fully documented. Specific processes will be fully/partially replicated on an annual basis by the project and will be shared with other areas wishing to establish similar systems.

13. Formal child care service system recommended.

Based upon the results of the evaluation of the tested system design, necessary revisions will be made. A final design of the system will then be recommended for area-wide implementation during Phase II of the project.

B. Formal Child Care Service System, Phase II

The Phase II activities will be largely determined by the recommendations of Phase I regarding the design of the system for area-wide implementation.

Depending upon the final recommendations, the formal child care service system will be expected to replicate the processes and activities developed in Phase I on an annual basis. The number of community/work-site groups will expand to include all significant and interested communities and employers. Similar services will be provided from a central source to all parents and children not part of a community/work-site group.

By the end of Phase II, the supply of formal child care services will have expanded to the point where it meets parent demand throughout the area, and the formal child care service aspects of the goal will have been achieved.

The system processes which were fully documented in Phase I will be shared with other areas of the state and nation requesting assistance in implementing the same or similar child care service system.

C. Supportive Child Development Service System, Phase I

The important events in Phase I are outlined on the Milestone Chart. See Chart 4. Each major event is discussed below.

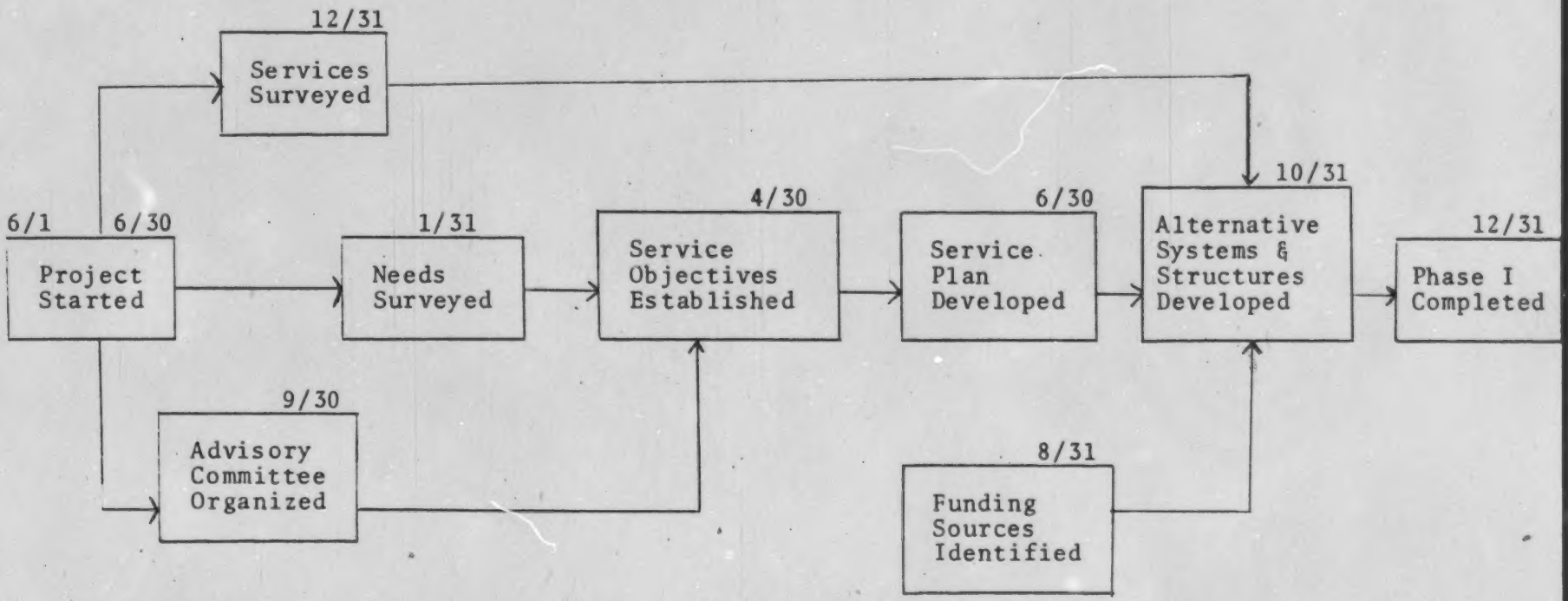
1. Project started.

The Director of the study project will be hired. A PERT of all activities necessary to achieve the project objectives will be outlined.

CHART 4

MILESTONE CHART

SUPPORTIVE CHILD DEVELOPMENT STRATEGY, PHASE I



1st Year _____ 2nd Year _____

2. Advisory Committee organized.

The Advisory Committee will be composed of approximately fifteen members. The following interests will be invited to serve: parent-users of formal and informal child care services, local school districts, health services, family services, formal and informal child care providers, and other private interests.

3. Services surveyed.

A list of all public and private supportive child development services available in the area will be listed. These services will include comprehensive early and periodic screening, diagnostic, medical, dental, psychological, social, parent education, and provider training services. Information will be gathered on the availability of direct and consultative services, eligibility for service, and capacity to meet additional demand for services within current restraints.

4. Needs surveyed.

Parents and caregivers in both formal and informal settings will be surveyed to determine the supportive child development services needed by children, parents and caregivers. Survey issues, instruments, and methods will be reviewed and developed. The survey will be conducted with employee-parent-users of formal and informal child care services and the caregivers in these settings.

Information compiled by other area groups as a result of survey or other methods will be collected.

All information will be compiled and analyzed. A report will then be prepared identifying the supportive child development services needed in contrast to services available. As a result of these activities, unmet and inadequately met needs will be identified.

5. Service objectives established.

In cooperation with parents, school districts, family service agencies, health service agencies, child care providers, and others, service objectives will be established in order of priority.

6. Service plan developed.

Utilizing the service objectives, a plan will be developed describing the supply of supportive child development services necessary to achieve the service objectives. Existing services will be considered, and new services will be defined. The service plan will be used in the long-range plan for providing supportive child development services needed by children, parents, and caregivers in formal and informal child care settings.

7. Funding sources identified.

Potential sources of short and long-range funding will be identified for subsidizing the new services described in the service plan. Both current Federal and State funding and funding trends will be assessed. Local school district

interests will be determined, and United Way and other public and private service agency plans will be considered. As a result of these activities the project will both gain a better perspective on what is possible on a short and long-range basis and identify potential sources of funding.

8. Alternative systems and structures developed.

As the supply of supportive child development services begins to expand in response to the needs of children and caregivers, the need for a more effective system(s) and structure(s) will become necessary. Coordination of service development, funding, and delivery will be required to assure that priority needs are met first while supportive services are not duplicated.

The service agencies providing supportive child development services are diverse with regard to disciplines, organizations, and funding. Therefore, it is possible that there will be a need for more than one system and structure for coordinating services. However, it may be realistic to identify a single system and structure which will assume the leadership role for overall coordination. For example, if the public schools initiate a major program for young children which is broad enough to include all children in formal and informal child care settings, the public schools may provide the leadership role for overall coordination; or working with various interest groups, alternative systems and

structures may be developed for providing the coordination necessary to develop, finance, and provide the supportive child development services needed by children, parents, and caregivers in formal and informal child care settings.

D. Supportive Child Development System, Phase II

The Phase II activities will be limited to developing final recommendations and seeking approval for implementing the system and establishing the structures for supplying supportive child development services to children, parents, and caregivers in formal and informal child care settings.

During the course of Phase II, the process will have been set in motion to assure the supportive child development service aspects of the goal.

VI. SUMMARY

The time has come for child care.

Because we realize that the early years are the most important years and because more and more women are seeking employment outside the home, child care has become a major public issue at the local, state, and national levels.

CHILD CARE: '76 AND BEYOND provides the east metropolitan area with a vehicle for moving with the times and with a blueprint for maximizing the available opportunities.

The dual strategies of the formal child care service system and the supportive child development service system will assure all children needing child care services the care and experiences conducive to their optimal growth and development.

Children, parents, and all members of society will benefit if the goal of CHILD CARE: '76 AND BEYOND is achieved.

APPENDIX A

BIBLIOGRAPHY

List of Works Consulted

Besner, Arthur. Day Care Services: Industry's Involvement. Washington, D.C.: GPO, 1971 (296).

Birthday Parties Are for Kids: Child Care '76. Washington, D.C.: Day Care and Child Development Council of America, Inc., 1973.

Brady, Elizabeth and McClain, Doris. Assessing Day Care Needs and Services: Interview Procedures. Northridge, California: California State University, 1972.

Chapman, Jane E. Comprehensive, Coordinated Child Care Program for Employee and Student Families in a Medical Center Community: Year I Progress Report. Washington, D.C.: Day Care and Child Development Council of America, 1973.

Child and Family Services Act of 1974, S. 3754. Washington, D.C.: GPO, August 1974 (36-908 0). (Introduced by Senator Walter F. Mondale.)

Child Development Planning Project. Pilot Survey Child Development Needs Assessment: Brown, Nicollet, Sibley Counties. St. Paul: Minnesota State Planning Agency, September 1974.

Committee on New Approaches to the Delivery of Social Services. Overcoming Obstacles to the Purchase of Service. Mpls.: Citizens League, 1974.

Comptroller General of the U.S. Study of Child-Care Activities In the District of Columbia: Report to the Committee on Education and Labor House of Representatives. Washington, D.C.: U.S. General Accounting Office, 1971.

Cooke, Don. Day Care Center: Resource Allocation System. San Francisco: Western Federal Regional Council, Region IX, 1973.

Dakota County Human Resources Committee. Human Services Study. St. Paul: HRPC, 1974.

Day Care: A Statement of Principles. Washington, D.C.: GPO, 1970.

Department of Health, Education and Welfare. "Service Programs for Families and Children: Title IV, A of the Social Security Act." Federal Register. 38, No. 83, Part 2. 1973.

Department of Public Welfare. Family Day Care and Group Family Day Care Standards: D.P.W. Rule No. 2. St. Paul: State of Minnesota, 1973.

Department of Public Welfare. Standards for Group Day Care of Preschool and School-age Children: D.P.W. Rule No. 3. St. Paul: State of Minnesota, 1973.

Ditmore, Jack and Prosser, W.R. A Study of Day Care's Effect on the Labor Force: Participation of Low-income Mothers. Washington, D.C.: OEO, 1973.

Early Childhood Development Task Force. The Children Are Waiting. New York: Early Childhood Development Task Force, 1970.

Emlen, Arthur C., et al. Matchmaking in Neighborhood Day Care: A Descriptive Study of the Day Care Neighbor Service. Portland, Oregon: Tri-County Community Council, 1970.

Emlen, Arthur C. Slogans, Slots and Slander: The Myth of Day Care Need. Portland, Oregon: Tri-County Community Council, 1971.

Federal Panel on Early Childhood. Federal Interagency Day Care Requirements. Washington, D.C.: GPO, 1968.

Federal Programs for Young Children: Review and Recommendations. Vol. 1, 2, 3, and 4. Washington, D.C.: GPO, 1973.

Fine, Dr. Benjamin. "First Three Years of Life May Decide Intellectual Development." St. Paul Dispatch, 30 Jan., 1974.

Hart, Annie and Rosenberg, Beatrice. Day Care Facts. Washington, D.C.: GPO, 1973.

Hattwick, Richard E., et al. "Children and the Economy." Western Illinois University.

Human Services Act Implementation Guidelines. St. Paul: Minnesota State Planning Agency, 1973.

Macek, Albert J., et al. A Study of Low Income Families: Implication for the WIN Program. Mpls., North Star Research and Development Institute, 1972.

National Day Care Consumer Survey: RFP No. 366878. Washington, D.C.: Department of H.E.W., 1974.

Nelson, Richard, et al. "Public Control and Economic Organization of Day Care for Young Children." Public Policy. Winter, 1974.

Northside Day Care Committee. Child Care. Mpls.: Northside Day Care Committee.

The OEO Planning-Programming-Budgeting System. Washington, D.C.: OEO, 1968.

Ogilvie, Donald G. Employer Subsidized Child Care. Washington, D.C.: Inner City Fund, 1973.

Planning 1971: The Making of National Urban Growth Policy. Chicago, American Society of Planning Officials, 1971.

A Proposal for the Design and Management of an Impact Study on Day Care. St. Ann, MO.: Cemree, Inc., 1971.

Regel, Diane K. General and Community Socio Economic Profiles: Dakota County. St. Paul: Human Resources Planning Council, July 1972.

Rowe, Mary P. "When the Employer Faces Day Care Decisions: Cost Benefit Analysis and Other Decision Making Tools." Management Review. 1973.

"Social Service Amendment of 1974, S. 4082." Congressional Record. 120, No. 149 (3 October 1974). (Introduced by Senator Walter F. Mondale.)

Strober, Myra H. Some Thoughts on the Economics of Child Care Centers. Washington, D.C.: ERIC, 1972.

Swanson, R.M. A Descriptive Study of Attitudes Toward and Utilization of Day Care Among Ramsey County, Minnesota Mothers. St. Paul: Human Resources Planning Council, 1972.

Swanson, R.M. A Descriptive Study of the Feasibility of Providing Child Day Care Facilities in Downtown St. Paul. St. Paul: HRPC, 1972.

Todd, Sheldon P. Alternative Federal Day Care Strategies for the 1970's: Summary Report. Mpls.: Institute for Interdisciplinary Studies, 1972.

Waldamen, Elizabeth and Witmore, Robert. "Children of Working Mothers." Monthly Labor Review. May, 1974.

Zigler, Edward. "The Trouble With Our Child Care." Day Care and Early Education. Sept. 1973, pp. 13-15.

Zimiles, Herbert. "News and Views of Research." Young Children. 24, No. 4 (1974), 239-241.

APPENDIX B

FORMAL CHILD CARE SUPPLEMENT

i. PROJECT ORGANIZATION
ii. PROJECT FUNDING AND COST
iii. JOB DESCRIPTIONS

I. PROJECT ORGANIZATION

The project should be administered by a Child Care Service Agency. See Chart 2.

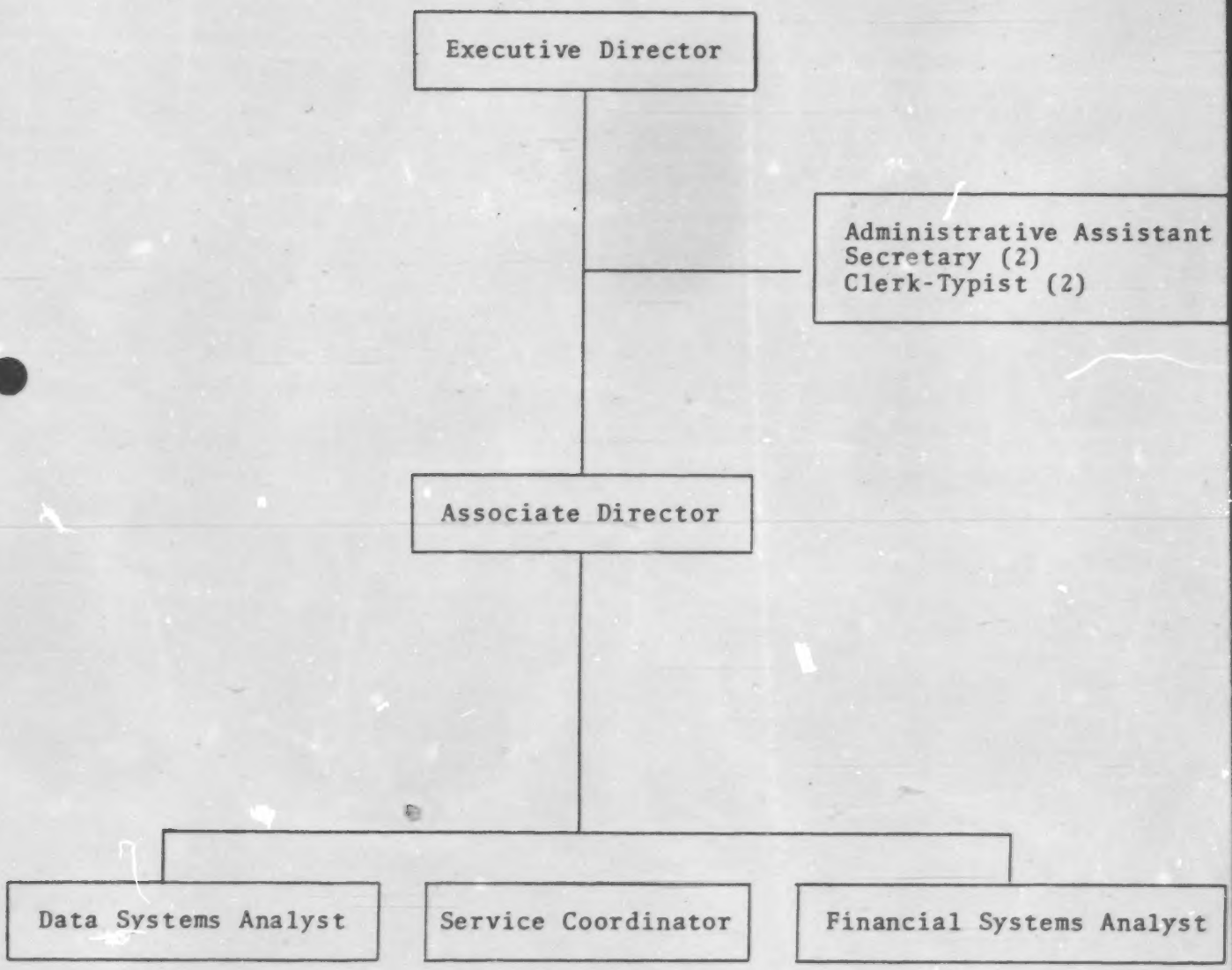
The project activities should be initiated and carried out by an agency staff with the assistance of subcontractors. The staff should be responsible for designing and implementing the management system for supplying formal child care services with work activities divided between three units. One unit should be primarily responsible for the planning, programming, and evaluating processes; the second for the financing process; and the third for the operating process.

During Phase I, certain activities should be subcontracted to groups having the technical expertise for assisting in the development of project subsystems. These activities should include designing and implementing the surveys and forecasting models, designing the information and referral subsystem, designing and implementing the uniform provider payment subsystem, and designing and implementing the evaluation subsystem. Once completed, these activities should be carried out and revised as needed by project staff. The only activity which would require additional permanent staff would be implementation of the uniform provider payment subsystem. The number of staff needed would be in proportion to the volume of payments channelled through the subsystem.

Two activities should be subcontracted on a continuing basis. A central information and referral agency should be subcontracted to continuously update information to decentralized referral sources. Community/work-site coordinating agencies should be subcontracted to provide information and referral from decentralized sources, recruit new child care providers, and provide technical assistance for establishing and adjusting services as outlined in the service plan.

Chart 2

PROJECT ORGANIZATION
CHILD CARE SERVICE STRATEGY



II. PROJECT FUNDING AND COST

Current expenditures for formal child care services are about $5.3 million in Ramsey County. Within the next four years, parent demand should increase annual expenditures to about $13 million.

The system described in this proposal would be capable of delivering the large-scale supply of formal child care services demanded by parents. The cost of such a system is described below.

A. PHASE I

The activities of Phase I would be totally developmental in nature and limited to designing and testing the new system processes. For this reason, it is proposed that the primary source of funding for Phase I be private foundations.

The cost of designing and testing the formal child care system would be $166,875 during the first year and $247,215 during the second year of Phase I. See budgets. The cost includes the planning, programming, budgeting, operating, and evaluating processes described in the proposal. The cost does not include subsidizing free and sliding fee services, subsidizing start-up grants and risk guarantees, and operating the uniform provider payment system.

The first year budget provides for the phasing-in of staff as the activities for which they are responsible are initiated.

B. PHASE II

During the course of Phase II, the project would progress from developmental to totally operational activities. Therefore, it is proposed that foundation funds be decreased during this period. The agency would begin to assume the full cost of the project utilizing local, state, and federal funds (e.g., city, county, Minnesota Child Care Facilities Act, Title XX, Federal Child and Family Services Act).

The estimated cost for operating the formal child care service system would be about $250,000 for the third year and $315,000 for the fourth year. The increase in project cost during this period would result from an increase in the number of community/work-site coordinating agencies used to develop the planned services throughout the area.

BUDGET

PHASE I: YEAR ONE

Personnel			
Professional Salaries			
Executive Director	12 mo.	$25,000	
Associate Director	12 mo.	20,000	
Financial Systems Analyst	6 mo.	9,000	
Data Systems Analyst	9 mo.	11,250	
Administrative Assistant	9 mo.	9,000	
		74,250	
Clerical Salaries			
Secretary	12 mo.	7,200	
Clerk-Typist	9 mo.	4,275	
Clerk-Typist	6 mo.	2,850	
		14,325	
Employee Welfare		8,400	
Payroll Taxes		4,500	
Subtotal			$101,475
Consultant and Contract Services			
Survey and Forecasting Services		35,000	
Evaluation Services		5,000	
Payment System Design Services		5,000	
Subtotal			45,000
Other			
Supplies		2,000	
Telephone		2,000	
Postage		1,500	
Space		4,000	
Printing & Design		3,500	
Travel		2,000	
Staff Development		400	
Equipment		4,000	
Miscellaneous		1,000	
Subtotal			20,400
Total			$166,875

BUDGET

PHASE I: YEAR TWO

Personnel			
Professional Salaries			
Executive Director	12 mo.	$26,250	
Associate Director	12 mo.	21,000	
Financial Systems Analyst	12 mo.	18,450	
Data Systems Analyst	12 mo.	15,560	
Service Coordinator	12 mo.	15,000	
Administrative Assistant	12 mo.	12,450	
		$108,710	
Clerical Salaries			
Secretary	12 mo.	7,920	
Secretary	12 mo.	7,200	
Clerk-Typist	12 mo.	6,030	
Clerk-Typist	12 mo.	5,985	
		$ 27,135	
Employee Welfare		12,470	
Payroll Taxes		6,700	
Subtotal			$155,015
Consultant and Contract Services			
Survey and Forecasting Services		15,000	
Evaluation Services		10,000	
Payment System Design Services		5,000	
Information and Referral Services		5,000	
Coordinating Services (4)		35,000	
Subtotal			$ 70,000
Other			
Supplies		3,000	
Telephone		3,500	
Postage		1,500	
Space		4,000	
Printing & Design		4,000	
Travel		2,600	
Staff Development		600	
Equipment		1,500	
Miscellaneous		1,500	
Subtotal			22,200
Total			$247,215

III. JOB DESCRIPTIONS

Executive Director — Salary Range: $25,000 to $31,906

Job Summary

Under the direction of the policy board, to be the executive and administrative head of the child care service unit. Primarily responsible for the design and implementation of a management system which will supply formal child care services to all children who need and parents who want such services; maintaining a sufficient supply of such services; and obtaining subsidies to fund such services. Additional responsibilities include working with Board, advisory groups, and essential interest groups. Also coordinates and directs activities of staff, delegating certain responsibilities to the Associate Director and Administrative Assistant.

Job Duties

1. Planning. Negotiates service objectives with essential groups. Survey results will be presented to groups. Groups potentially interested in subsidizing services will be assisted in identifying service objectives that are consistent with the groups' interest in child care.
2. Budgeting. Obtains service subsidies from other groups for purchase of service contracts, start-up subsidies, and risk guarantees. Estimated costs for meeting the

service objectives as outlined in the service plan will be presented to groups potentially interested in subsidizing service.

3. Evaluating. Prepares amendments to management system processes based upon information provided by staff evaluation activities.
4. Policy. Supports Board and advisory committees by providing information, developing recommendations, and organizing committees and task forces. Implements policies through staff.
5. Support. Contacts and informs essential public, private, employer, union, parent, and professional interests of goal and objectives. Secures support and participation.
6. Assistance. Provides assistance to public and private groups from other areas of the state and nation interested in implementing the same or similar management system.
7. Administration. Establishes objectives and delegates authority to Associate Director and Administrative Assistant. Prepares performance reports. Hires, supervises, and evaluates staff reporting to Executive Director. Secures funding for staff and subcontract activities.

Qualifications

1. Education and Training. Bachelor's Degree from a college in public administration, business, social work, child development, or related field. Training in management.
2. Experience. A minimum of five years experience in a managing capacity. Experience dealing with governmental agencies, business and union groups, and private agencies; developing public policy; developing innovative systems for delivering human services. Prefer child care experience. Ability to establish and maintain effective working relationships with public and private officials.
3. Knowledge. Thorough knowledge of governmental and private funding procedures and sources.

JOB DESCRIPTION

Associate Director Salary Range: $20,000 to $25,526

Job Summary

Under the general direction of the Executive Director, to administer, coordinate, and direct project activities. Primarily responsible for designing and implementing the planning, programming, budgeting, operating, and evaluating processes so as to supply formal child care services in sufficient quantity to meet parent demand for such services.

Job Duties

1. Planning. Makes recommendations for selection of pilot community/work-sites. Prepare short and long-range service objectives.
2. Programming. Prepares short and long-term child care service plans describing the supply of formal child care services and other actions necessary to achieve the service objectives. The service plans will serve as tools for developing financial plans and demanding services.
3. Evaluating. Prepares amendments to service objectives and plans, financial plans, and child care services based upon information provided by evaluation activities. Recommends amendments to management system processes.
4. Administration. Establishes objectives and delegates authority to specialist staff. Prepares work schedule

to assure that all management system processes are initiated and completed on time. Hires, supervises, and evaluates specialist staff who assist design and implement system processes. Negotiates subcontracts. Prepares performance reports. Documents all management system processes with assistance of specialist staff.

Qualifications

1. Education and Training. Bachelor's Degree from a college in planning, business, social work administration, or related field. Training in management.
2. Experience. Experience in managing and supervisory capacity. Experience in designing system processes; working with governmental agencies; contracting; human services planning. Prefer child care experience.
3. Knowledge. Knowledge of basic research techniques, management systems, and financial systems.

JOB DESCRIPTION

Financial Systems Analyst Salary Range: $18,000 to $22,973

Job Summary

Under general direction of the Associate Director, to administer financial system activities. Primarily responsible for preparing child care financial plan and implementing uniform provider payment system.

Job Duties

1. Planning. Assists the Associate Director to prepare child care service objectives in cooperation with critical interest groups.
2. Programming. Assists the Associate Director to prepare the child care service plan by preparing guidelines for free services, sliding fee services, start-up grants, and risk guarantees.
3. Budgeting. Prepares estimated budgets detailing cost of and income derived from services defined in service plan. Identifies subsidies needed, and shares with groups potentially interested in providing subsidies. Assists Executive Director obtain subsidies to purchase fee and sliding fee services, provide start-up grants, and cover risk guarantees. Prepares short and long-range financial plans. The financial plans will provide single-point coordination of anticipated income from multiple sources (e.g., parents, county) and

allocated expenditures for multiple purposes (e.g., free care, risk guarantee).

4. Operating. Assists Service Coordinator negotiate purchase of service contracts, start-up grants, and risk guarantees with service providers by identifying financial feasibility and risk. Designs and implements uniform provider payment system with assistance of subcontractor.
5. Evaluating. Monitors purchase of service contracts, start-up grants, and risk guarantees. Monitors all income and expenditures in relation to financial plan. Recommends amendments in financial plan to Associate Director.
6. Administration. Supervises and evaluates staff necessary to implement uniform provider payment system. Monitors subcontractor performance. Prepares performance reports. Documents all system processes with assistance from subcontractor.

Qualifications

1. Education and Training. Bachelor's Degree from a college in business administration with specialization in accounting and financial planning.
2. Experience. Requires three years experience in financial planning and accounting with practical experience designing cost accounting systems.

3. Knowledge. Knowledge of governmental fiscal policies and procedures.

JOB DESCRIPTION

Data Systems Analyst — Salary Range: $15,000 to $19,144

Job Summary

Under direction of Associate Director. Primarily responsible for designing and conducting market demand surveys; preparing analysis of survey and other data and forecasting child care demand; designing and conducting evaluation activities.

Job Duties

1. Planning. Identifies research issues, designs surveys, implements surveys, analyzes data, and prepares reports projecting short and long-range market demand for child care services with assistance of subcontractor in Phase I; replicates process to update data in Phase II. Prepares reports which can be used to select pilot sites, establish service objectives, and obtain subsidies from critical interest groups. Assists the Associate Director prepare service objectives in cooperation with critical interest groups.
2. Programming. Assists the Associate Director prepare the child care service plan by identifying characteristics of service which will be demanded and other information obtained from surveys.
3. Evaluating. Conducts evaluations with assistance of subcontractor in Phase I, and conducts evaluations in Phase II. Evaluations will determine if the children

and parents' needs were met; if the service objectives were achieved along with cost-benefit information; and if management system processes for supplying demanded child care services are adequate. Recommends amendments in child care services and service objectives.

4. Administration. Monitors subcontractor's performance. Prepares performance reports. Documents all system processes with assistance of subcontractor.

Qualifications

1. Education and Training. Bachelor's Degree preferred in child development or economics with training in statistics.
2. Experience. Three years experience as systems analyst. Experience in electronic data processing, surveying, statistical research, interpreting data, and forecasting. Prefer child care experience.

JOB DESCRIPTION

Service Coordinator Salary Range: $15,000 to $19,144

Job Summary

Under direction of Associate Director. Primarily responsible for developing the information and referral, community/work-site coordinating, and child care service in accordance with the child care service plan. Responsible for working with providers, parents, and community groups.

Job Duties

1. Planning. Assists the Associate Director prepare child care service objectives. Assist the Associate Director select the pilot community/work-site locations by determining if the coordinating and child care services can be developed in the areas under consideration.
2. Programming. Assists the Associate Director prepare the child care service plan by preparing guidelines for information, referral, and community/work-site coordinating services.
3. Budgeting. Assists the Financial Systems Analyst prepare the financial plan.
4. Operating. Designs a computer based and continuously updated information and referral system with assistance of subcontractor. The system will provide for centralized and decentralized information and referral

services. Provides information and referral service with assistance of central subcontractor, community/work-site coordinating subcontractors, and other cooperating agencies. Develops child care services as outlined in annual service plan with assistance of community/work-site coordinating subcontractors. Services will be developed by cooperating with current providers and developing new providers. Technical assistance will be given to help providers prepare to provide planned services. Innovative and new service systems such as the neighborhood child care network will be developed for implementation by providers. Negotiate performance based purchase of service contracts, start-up grants and risk guarantees with service providers in cooperation with Financial Systems Analyst.

5. Evaluating. Monitors actual demand and service available in relation to service plan. Recommends amendments in service plan to Associate Director.
6. Administration. Monitors subcontractor's performance. Prepares performance reports. Documents all system processes with assistance of subcontractors.

Qualifications

1. Education and Training. Prefer Bachelor's Degree. Training in management, community organization, and child development.

2. Experience. Successful experience in managing a child care program; or successful experience in managing a program and experience in child care. Experience in organizing various types of community interest groups. Experience in developing innovative approaches for solving human service system delivery problems and writing proposals. Experience in developing performance based contracts.

JOB DESCRIPTION

Administrative Assistant Salary Range: $12,000 to $15,366

Job Summary

Under direction of Executive Director. Primarily reponsible for informing the public about the need and demand for child care services; providing support for staff in preparing information materials; developing internal information systems; maintaining personnel and financial records; and managing office activities.

Job Duties

1. Public Information. Prepares written, printed, visual, audio, and video material which communicate child care issues and information to general public and essential interest groups. Arranges distribution and presentation of materials. Speaks to groups. Prepares regular agency publication. Responds to public inquiries and requests for information about agency activities and data.
2. Staff Support. Prepares written, printed, visual, audio, and video material for use by staff. Advises staff on most effective methods for presenting information.
3. Office. Performs all office activities with assistance of clerical staff including typing, copying, mailing, filing, purchasing, and receiving callers and visitors.

Arranges meetings and meeting facilities. Maintains financial and personnel records with assistance of clerical staff.

4. Administration. Prepares performance reports. Hires, supervises and evaluates clerical staff. Develops internal information systems and administrative procedures.

Qualifications

1. Education and Training. Prefer Bachelor's Degree in journalism or related field.
2. Experience. Experience in supervision, layout, writing, photography, and office management. Ability to speak before groups and media. Ability to creatively communicate Department goals to public.
3. Job Knowledge. Knowledge of community groups and local media preferred. Knowledge of 35 mm camera and slide/tape machine.

JOB DESCRIPTION

Secretary — Salary Range: $7,200 to $9,190

Job Summary

Under general direction. Handles difficult clerical work.

Job Duties

Handles correspondence, schedules appointments and screens calls. Organizes and types material from dictation or dictaphone that requires independent judgment and knowledge of Department operations. Classifies, sorts and files records. Maintains payroll and financial records and processes all personnel, purchasing and accounting records.

Qualifications

Three years experience as clerk-typist.

JOB DESCRIPTION

Clerk-Typist Salary Range: $5,700 to $7,273

Job Summary

Under direct supervision. Handles routine clerical work.

Job Duties

Types letters, reports, statistical tables, master duplicating stencils from prepared copy. Sorts and files documents. Operates office machines. Receives callers.

Qualifications

High school education.

APPENDIX C

SUPPORTIVE CHILD DEVELOPMENT SUPPLEMENT

I. PROJECT ORGANIZATION

II. PROJECT FUNDING AND COST

III. JOB DESCRIPTION

I. PROJECT ORGANIZATION

The project should be initially administered by a temporary agency or sponsor. After completion of the project activities, a final administrative structure should be established.

The project staff should consist of a permanent Project Director and Secretary. Temporary staff and interns should be used to carry out specific short-term activities.

II. PROJECT FUNDING AND COST

A. PHASE I

The first year will include only six months of operations. The cost will be $19,050.

During the second year, the cost will be $35,310.

B. PHASE II

The project activities will be phased out after the third year. By this time, the permanent structure should have been identified, approved, and funded.

BUDGET

PHASE I: YEAR ONE

Personnel			
Professional Salaries			
Project Director	6 mo.	$8,000	
Clerical Salaries			
Secretary	6 mo.	$3,600	
Employee Welfare		700	
Payroll Taxes		840	
Subtotal			$13,140
Consultant & Contract Services			
Interns		1,000	
Administrative Charges		1,800	
Subtotal			2,800
Other			
Supplies		300	
Telephone		180	
Postage		200	
Space		600	
Printing & Design		500	
Travel		180	
Staff Development		50	
Equipment		900	
Miscellaneous		200	
Subtotal			3,110
Total			$19,050

BUDGET

PHASE II: YEAR TWO

Personnel			
Professional Salaries			
Project Director	12 mo.	$16,800	
Clerical Salaries	12 mo.	7,500	
Employee Welfare		1,450	
Payroll Taxes		1,610	
Subtotal			$27,360
Consultant & Contract Services			
Interns		1,000	
Administrative Charges		3,200	
Subtotal			4,200
Other			
Supplies		400	
Telephone		400	
Postage		300	
Space		1,200	
Printing & Design		700	
Travel		350	
Staff Development		100	
Equipment		100	
Miscellaneous		200	
Subtotal			3,750
Total			$35,310

III. JOB DESCRIPTION

Project Director Salary Range: $16,000 to $20,000

Job Summary

To design and secure approval for implementing a supportive child development service system which will supply supportive services in both formal and informal child care settings.

Job Duties

1. Organize. Contacts and informs public, private, parent, and professional interests of goal and objectives. Secures support for and participation in study. Recruits members for an organizes advisory committee. Supports advisory body by providing information and developing recommendations.
2. Study. Gathers information on need for comperhensive services for children in formal and informal child care services as well as support for providers in both settings. Uses interview and survey techniques. Develops supportive child development service objectives and model system for supplying such services. Identifies structure or structures through which supportive child development services can be provided.
3. Approval and Funding. Obtains approval and funding for implementation of model system through the identified structure or structures.

4. Administration. Prepares progress reports. Hires, supervises, and evaluates clerical staff assigned to study.

Qualifications

1. Education and Training. Bachelors degree in early child development or related field.
2. Experience. Work with agencies supplying services to children and child development training. Planning and proposal preparation.
3. Job Knowledge. Working knowledge of comprehensive early and periodic screening, diagnosis, and treatment program; health, dental, and psychological services; social services; parent education services; child care provider support and training services.

APPENDIX D

HUMAN SERVICES ACT

MINNESOTA LAWS, 1973, CHAPTER 716

An act relating to human services; providing for the rendering of human services by a single board; permitting the joint exercise of powers by counties in the provision of human services; appropriating money.

Revised: Incorporating 1974 Amendments (S.F. #3287, H.F. #3404)

BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF MINNESOTA:

Section 1.

402.01 AGREEMENT

Subdivision 1. One or more contiguous counties, having an aggregate population of 50,000 or more persons or comprising all the counties within a region designated pursuant to Minnesota Statutes, Section 462.381 to 462.396 or Minnesota Statutes, Chapter 473B, situated within the boundaries of the same region designated pursuant to Minnesota Statutes, Section 462.381 to 462.396 or Minnesota Statutes, Chapter 473B, may, by resolution to their county boards of commissioners, designate a human services board having the composition, powers, and duties provided in sections 402.01 to 402.10.

Subdivision 2. Any agreement pursuant to subdivision 1 shall be governed by sections 402.01 to 402.10 and Minnesota Statutes, Section 471.59 provided that a county board may withdraw from the agreement only after one year's notice to all other counties party to the agreement which notice shall be delivered on or before the last day of the current fiscal year.

Section 2.

402.02 BOARD: COMPOSITION: POWERS: FUNDING: GRANTS

Subdivision 1. Human services boards shall be composed as follows:

(a) Not less than one county commissioner from each county party to the agreement, the commissioner or commissioners to be selected by the county board of the participating county; and

(b) Citizen members who in number shall comprise not less than one-third of the membership of the human services board, one of whom shall be the chairman of the human services advisory committee, appointed in a manner determined by the county boards which are party to the agreement.

Board members shall serve for terms of three years, so arranged that as nearly as practicable, the terms of one-third of the members shall expire each year. Vacancies shall be filled in the same manner as original appointments.

Subdivision 2. A human services board shall possess all the powers and duties now assigned by law to:

(a) Manage the existing public resources devoted to human services delivered or purchased by the counties, which are subsidized or regulated by the departments of corrections, health and public welfare;

(b) Employ staff to carry out the purposes of sections 402.01 to 402.10.

(c) Deliver services directly, or through contract with other governmental or nongovernmental providers;

(d) Develop a plan for the delivery of human services, which shall include court services, public health services, public assistance, mental retardation services, social services, mental health services, and others of similar classification, and shall show evidence of participation in the development of the plan by major private sector providers or related services;

(e) Receive and expend for the purposes of sections 402.01 to 402.10 funds from the departments of corrections, health and public welfare, or from any other lawful source, including any governmental source.

Subdivision 3. The county boards of commissioners party to the agreement shall determine the proportional financial responsibility of each county to support the programs and services of the board. The agreement may provide for payments by each county based upon use by residents of the county of a particular program or service provided, or by other arrangements as determined pursuant to the agreement. Each county shall be subject to applicable requirements of law conerning funding, and to existing limitations upon the authority to levy taxes, for any particular program or service.

Subdivision 4. The department of corrections, health and public welfare shall provide funds from any grant or subsidy program or other authorized source to the human services board, based upon a plan which satisfies the standards and regulations of the individual state agency, and which represents all subsidy money for human services which each agency commits to programs within counties comprising the human services board.

Section 3.

402.03 ADVISORY COMMITTEE

Each human services board shall appoint an advisory committee, which shall actively participate in the formulation of the plan

the development, implementation and operation of the programs and services by the board, and shall make a formal recommendation to the board at least annually concerning the annual budget of the board and the implementation of the plan during the ensuing year.

Membership on the advisory committee shall consist of no more than 25 persons serving three year terms. The chairman shall be appointed by the human services board and may not be a member of a county board.

One-third of the members of the advisory committee shall be representatives of those persons receiving services provided by the human services board. Up to one-third may be providers or employees of providers of services and must include representatives of private providers if such providers exist in the county or counties party to the agreement. The remaining members shall represent the citizens of the counties.

The advisory committee shall appoint at least three permanent task forces to assist it in its functions: Corrections, social and mental health services, and public health.

Task force membership shall be constituted to fulfill state agency requirements for receiving categorical funds. Where appropriately constituted, these task forces may replace those advisory bodies required by statute and regulation to advise county welfare boards and other county and area boards. Individuals not members of the advisory committee may be appointed to the task forces; provided, however, that each task force shall be chaired by a member of the advisory committee.

The human services board shall provide staff assistance to the advisory committee.

Section 4.
402.04 DELEGATION OF FUNCTIONS; FINANCIAL AID: STANDARDS: REPORTS

Subdivision 1. During the biennium ending June 30, 1975, the commissioner of corrections, state board of health, and commissioner of public welfare may, without reference to the provisions of Minnesota Statutes, Chapter 15, delegate any duty authority, or responsibility vested in their respective departments relative to any program or service presently provided by the state, to any human services board which has in effect an approved plan for the affected program or service. The authority granted under this section shall include the authority to transfer to a human services board that portion of any unexpended appropriation which represents a saving to the department concerned by virtue of the assumption by the board of the duty, authority, or responsibility so delegated. No state employee shall be involuntarily terminated from employment by any action under this section.

Subdivision 2. The delegation of any duty, authority, or responsibility, and transfer of funds therewith, shall be subject to the maintenance by the human services board of applicable standards prescribed by the respective department, pursuant to the provisions of Subdivision 1. Upon failure to maintain the prescribed standards, any delegated function and unexpended funds shall revert to the department concerned according to procedures established by it.

Subdivision 3. The exercise of any transfer of function or funds pursuant to subdivisions 1 and 2 shall be immediately reported to the committees on appropriations of the house of representatives and finance of the senate.

Section 5
402.05 EMPLOYEES

Subdivision 1. All persons employed by the county, whose functions are assumed by a human services board, shall continue as employees of the board without loss in seniority, status, or benefits, and subject to any merit or civil service system.

Subdivision 2. Not later than 30 days after approval of the initial human services board plan and budget by affected state agencies pursuant to Minnesota Statutes, 1973 Supplement, Section 402.06 any county board, committee or commission having authorities or duties in the areas designated in section 402.02, subdivision 2, clause (d) shall cease its operation and no per diem or reimbursement of expenses shall be paid to any member of the board, committee or commission.

Subdivision 3. Each member of the human services board may receive a per diem and be reimbursed expenses in the performance of official duties in the amount and within the limitations as are members of county welfare boards provided in Minnesota Statutes, Section 393.03.

Section 6.
402.06 IMPLEMENTATION

Upon the designation as a human services board, the board shall transmit copies of the agreement documents to each affected state agency, the regional development commission, if established, and the governor. Each affected department shall assign personnel to assist the board in preparing its organization and initial plan for receipt of operating funds. Within six months of its creation, each human services board shall present its initial plan and budget to affected state agencies.

Prior to adoption of the plan by the human services board there shall be a public hearing on the plan. As far as practicable, the human services board shall annually publish or otherwise circulate

notice of its proposed plan and afford interested persons opportunity to submit data or views orally or in writing.

Section 7.
402.07 TERMINATION

The county boards party to an agreement to designate a human services board may terminate the agreement and no longer manage the public resources devoted to human services in their counties but only on notice of an intention to terminate delivered to the comissioner of public welfare, state board of health, and commissioner of corrections not less than 90 days before the effective date of the termination. On the termination all public resources devoted to human services shall be managed in accordance with provision of law in effect on June 30, 1973.

Section 8.
402.08 PILOT PLANNING GRANTS

The state planning agency shall select pilot study human services boards for the development of plans and programs pursuant to sections 402.01 to 402.10. To qualify as a pilot study human services board, the board need not be a formally designated human services board pursuant to Minnesota Statutes, 1973 Supplement, Section 402.01. Any pilot human services board selected shall receive financial assistance to plan its responsibilities under sections 402.01 and 402.10. No grant pursuant to this section shall be made to any individual country.

Section 9.
402.09 REPORTS TO LEGISLATURE

Each affected state agency shall report to the standing committees concerned, and the committees on appropriations and finance of the house of representatives and the senate, any grant made to a human services board pursuant to sections 402.01 to 402.10; and shall present a report to the legislature concerning recommendations regarding experience under, and suggested amendments to, sections 402.01 to 402.10 not later than January 1, 1975.

Section 10. APPROPRIATION. There is hereby appropriated the sum of $183,000 to the state planning agency for the biennium June 30, 1975 for the purpose of grants, evaluation and coordination, pursuant to section 402.08.

Section 11
402.10 CITATION.

Sections 402.01 to 402.10 may be cited as the human services act.

Section 12. This act is effective July 1, 1973.

Approved May 24, 1973.

APPENDIX E

ANALYSIS OF CHILD AND FAMILY SERVICES LEGISLATION *

S. 3754 introduced by Senator Walter F. Mondale

Purpose

--To help families better meet the need for quality, family-oriented, preschool programs for millions of young children whose mothers are working or who because of inadequate resources are denied adequate health care, nutrition, or education opportunity.

Financial Assistance

Authorizations:

--$1.85 billion over 3 years
  ...Training, planning, technical assistance
    $150 million - FY75
    $200 million - FY76

  ...Program operation
    $500 million - FY76
    $ 1 billion - FY77

--Forward funding

Formula for Distribution:

--Proportional to migrant children and Indian children
--10% - handicapped
-- 5% - model programs
-- 5% - monitoring and enforcement of standards
--remainder according to geographical distribution:
  ...50% - economically disadvantaged
  ...25% - children through age 5
  ...25% - children with working mothers and single parents

Payments:

--1975, 100% of the cost of planning, training, and technical assistance
--1976, 90% of cost of carrying out programs
--1977, 80% of cost of carrying out programs
--100% of costs to migrants and Indians
--No state or local government may reduce its expenditures for child development programs by reason of these provisions.

*Prepared by Day Care and Child Development Council of America.

Office of Child and Family Services

--To be maintained within HEW, with a Director appointed by the President
--It will assume the responsibilities of the present Office of Child Development and will administer this Act.
--*Child and Family Services Coordinating Council*, will consist of Director of the Office of CFS, and other Federal social service agencies to maximize available resources and prevent duplication of services.

Prime Sponsors

--May be a state, locality or combination of localities
--Responsibilities include coordination of delivery system; establishing and maintaining CFS Council; approving CFS plan, policies, procedures, budget; and annual and ongoing evaluation
--Secretary may fund directly an Indian tribe, a public or private non-profit agency, CAP agency, Headstart agency, parent cooperative, or labor union where no prime sponsor has been designated.

Child and Family Service Council

--Not less than 10 members; at least 50% shall be parents of children served in the program; the remainder appointed by the prime sponsor
--1/3 economically disadvantaged
--Responsible for approving CFS plan, policies, procedures, budtet, and evaluation

Child and Family Services Plan

--Provides for voluntary participation
--Identified needs and goal
--No charge to economically disadvantaged, and fee schedule for those above BLS standards, (only in Senate bill).

Project Applications

--May go to public or private agency, educational agency, CAP agency, community development corporation, parent cooperative, organization of migrant workers or Indians, organization interested in child care, employer or business organization, labor union, or employee or labor management organization.

Special Grants to States

--To establish information program; coordinate all state child and family services; develop, enforce, and assess state licensing codes; assist organization in acquisition of facilities.

Construction and Facilities

--Financial assistance for construction or acquisition if essential to adequate child care services
--Laborers and mechanics shall be paid the prevailing wage
--Government owned facilities to be reviewed which could be made available to public and private agencies for use in CFS programs.

Standards

--*Federal Standards for Child Care* shall replace, but not be inconsistent with Federal Interagency Day Care Requirements in 1968
--Committee on Federal Standards for Child Care to include 1/2 parents of children in Headstart and child care programs, representatives of public and private agencies, and child care specialists
--A special committee to be appointed by the Secretary to develop a uniform code for facilities to be used in licensing
--1/2 shall be parents, the remainder - public and private agencies, construction industries, and licensing agencies

Evaluation

--An annual evaluation of Federal involvement in CFS services to be made by the Secretary including analysis of expenditures, description of available programs, effectiveness of programs, and the extent to which preschool, minority, and economically disadvantaged children and their parents have participated in such programs.
--Contracts may be made with public or private non-profit agencies, organizations and individuals to carry out such evaluations.

Monitoring and Enforcement

--Office of CFS to make regular and periodic monitoring of programs and shall provide for a trained staff to accomplish this task.

Withholding of Grants

--Failure to comply with any provision of the Act will result in the discontinuation of payments to prime sponsor, project applicant or other recipient of Act monies.

Research and Demonstration

--Contracts made with public or private non-profit agencies for purposes of research in such areas as evaluation techniques, reading readiness, preventive medicine, and information and dissemination systems

--The Secretary will coordinate all research endeavors related to child care, within HEW
--No child shall undergo medical or psychological examination, experimental research, immunization, or treatment without written permission of the parent or guardian

Training

--Financial assistance provided to individuals employed or preparing for employment in child care work including volunteers, professional, and nonprofessional persons
--To be conducted by CFS programs or institutions of higher learning